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ABSTRACT

This report explores the effects of federal, state, and local fiscal cutbacks and of federal and state categorical program consolidation and deregulation on the capacity of state, intermediate, and local education agencies to provide instructional improvement services to schools in California, Nevada, and Utah. The planning process and impact of the Education Consolidation and Improvement Act (ECIA) of 1981 are studied along with compensatory education, special education, and state and local improvement programs. Dissemination functions are examined with special attention given to staff development. The findings are based on document analysis, telephone and field interviews with more than 100 persons, and site visits to more than two dozen agencies in the three states. The first section of the report contains an overview and key findings for each state, along with cross-state analysis of ECIA findings and staff development effects; this section also discusses the implications and the futures of educational research and development, dissemination, and school improvement in the Far West. Separate sections contain detailed information for each state, including small case studies of local and intermediate agencies that describe current conditions, planning activities, and probable impacts of cutbacks, consolidation, and deregulation. (MLF)

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SCHOOL IMPROVEMENT IN THE FAR WEST: THE EFFECTS OF FEDERAL AND STATE CUTBACKS, CONSOLIDATION, AND DEREGULATION ON EDUCATION IN CALIFORNIA, NEVADA, AND UTAH

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November 1982

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PREFACE

This report was prepared by a team of researchers at the Far West Laboratory with the assistance of more than one hundred persons located in state departments of education, state boards of education, county offices of education, school district central offices, elementary and secondary schools, and colleges and universities throughout California, Nevada, and Utah.

The initial plan for this set of studies of the effects of federal and state cutbacks in funding, program consolidation, and deregulation in the three states in the Far West Laboratory service region was prepared by Paul Hood, Carolyn Cates and Sue McKibbin in the summer of 1981. One aspect of our plan was the idea that the reports of our studies should be developed interactively; for this reason, we shared drafts of the reports or sections of the reports with our informants in order to verify our facts and interpretations and enrich the breadth and quality of our findings.

Data collection began in December 1981, with Hood, Cates, and McKibbin working as a team to collect information in all three states. In 1982, William Hering joined the team. Initial draft descriptions for each state were prepared and circulated for critique by key informants in February and March 1982. A second round of drafts--this time with the preliminary cross-state comparisons--was prepared and circulated for review in May and June 1982. In July 1982, a panel of reviewers was convened at the Far West Laboratory for an intensive review and critique of the reports. A revised, four-volume interim report was then circulated for a final cycle of reviewer comments, while the Far West Laboratory interviewer team completed its final cycle of data collection in September, October, and November 1982.

Each member of the Far West Laboratory team has assumed responsibility for preparing one volume of this report. Carolyn Cates prepared the report for California, William Hering prepared the report for Nevada, and Sue McKibbin prepared the report for Utah. The first volume, prepared by Paul Hood, describes the study plans; summarizes the findings for all three states; discusses the implications of these findings for educational research and development, dissemination, and school improvement; and makes some predictions for the future of research and school improvement in the Far West.

This final report has indeed been a joint effort to which many persons have contributed. We are deeply indebted for the time, effort, and interest of our informants and reviewers. In addition to the debt owed to our many informants and reviewers, we especially want to acknowledge the extraordinarily able editorial assistance of David Degener. He greatly improved this report and helped us to resolve individual style inconsistencies to achieve a more uniform and readable set of reports. Doris Smith deserves our special thanks for typing the now almost innumerable drafts and revisions that have led to the production of this final report. Special acknowledgment is also due Ward Mason at the National National Institute of Education for his active interest and guidance.

RESEARCH AND SCHOOL IMPROVEMENT IN THE FAR WEST: THE EFFECTS OF FEDERAL AND STATE CUTBACKS, CONSOLIDATION, AND DEREGULATION ON EDUCATION IN CALIFORNIA, NEVADA, AND UTAH

Paul D. Hood

November 1982

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ABSTRACT

Since the mid sixties, the federal government has played a major role in promoting educational innovation and change by supporting categorical programs targeted to specific educational sectors and client groups. With the passage of the Educational Consolidation and Improvement Act (ECIA) of 1981, the role that the federal government will play in supporting school improvement efforts is now highly problematic. However, besides fiscal cutbacks, consolidation, and deregulation of federally funded programs, public education agencies are now confronted with far more massive problems due to protracted state and local retrenchment that has deeply affected their staff, programs, and services. To discover how these agencies cope with this new environment, the Educational Dissemination Studies Program at the Far West Laboratory undertook a year-long set of studies of education agencies at all levels in the three states of the FWL Service Region: California, Nevada, and Utah. Begun in December 1981 and concluded in November 1982, these studies are based on document analysis, telephone and field interviews with more than one hundred persons, and site visits to more than two dozen agencies in these states. The report of findings is in four volumes. This volume focuses on the following topics:

- Description of the purpose, background issues, and technical plans for the studies of state effects and staff development effects;
- Summary of key findings for each state;
- Comparison and analysis of state and local perspectives on ECIA and other categorical and school improvement programs;
- Comparison and analysis of state and local findings of effects on staff development;
- Analysis of negative and positive implications for educational R&D, dissemination, and school improvement; and
- Projection of the probable future for educational R&D, dissemination, and school improvement in the Far West.

EXECUTIVE SUMMARY

Introduction

One of the key concepts of the Elementary and Secondary Education Act (ESEA) of 1965 and of many subsequent federal education programs was that external support for and stimulation of innovation could produce the new ideas and methods needed to improve educational practice. Beyond providing schools with supplementary fiscal resources, these federal programs often dealt, either directly or indirectly, with the need to build national, regional, state, and local capacity to produce, disseminate, and use new knowledge and technology to improve American education. Many of these federal initiatives also employed "seed money," "change agent," or "capacity-building" strategies to stimulate and leverage organizational change and innovation in state, intermediate, and local education agencies. Nearly all these strategies assumed "growth" models in which schools could mobilize slack resources to support innovations that might be financially costly or politically risky.

However, the conditions that favored these strategies began to change in the late 1970's, as the decades of sustained economic growth following World War II and the heady social ambitions of the Great Society gave way to energy crises, inflation, and taxpayer revolts. Today, the financial condition of education in most states is grim. Although real income for public elementary and secondary schools in the United States increased by 40 percent during the 1970's, it has declined each year in the 1980's.

The 1980's also brought to Washington, D.C., a new administration and a markedly changed Congress that were both disposed to establish a basically different approach to federal involvement in American education. The role that the federal government will play in supporting school improvement efforts is now problematic. However, two things are fairly certain with respect to the next several years. First, substantially greater latitude will be given to the states regarding the direction, level of funding, and eventually even the purposes of the various school improvement efforts that were previously supported and regulated by the Department of Education. Second, there will be substantially less federal, state, and local funds to support innovative educational activity in the 1980's. With a few exceptions, states and localities across the county are confronted with increasing demands to provide a wide range of governmental, social, medical, and educational services whose rising costs have outstripped the ability of state and local governments to raise taxes. Although not the first, California's Proposition 13 tax limitation initiative was one of the most far-reaching in its limitations on local tax authorities.

While contending with rising costs and increasing taxpayer resistance, state and local governments now confront an additional problem, a recessionary economy that in some regions and localities has already reached depression proportions. The depressed economy not only means smaller federal, state, and local tax revenues but also increased welfare and other social service costs. Public education, which has long found at least modest support at state and local levels, now finds itself

contending with many other pressing social interests for a share of increasingly constrained state and local budgets. Federal cutbacks in support for education are thus occurring at a time when neither state nor local resources are sufficient to meet rising educational costs.

Although the national and regional economies may improve eventually, thereby diminishing the stress on many state and local budgets, fiscal demands in other public sectors, such as health, welfare, and public safety, are expected to continue to grow. Consequently, even with an improved economy, public education can expect to face a continuing challenge at state and local levels to secure support that goes beyond the most austere and basic levels of funding. In this environment, "growth" models of educational change and renewal will need to be replaced with "austerity" and "efficiency" models that are more closely attuned to state and local political, economic, and cultural contexts and to the cross-pressures of many special-interest groups inside and outside the education sector.

To discover how state, intermediate, and local education agencies and other educational support organizations cope with this new environment, the Educational Dissemination Studies Program at the Far West Laboratory initiated, in December 1981, studies of the effects of federal, state, and local fiscal cutbacks and of federal and state categorical program consolidation and deregulation on the capacity of educational agencies to provide needed instructional improvement-oriented services to schools in the three states in the Far West Laboratory service region: California, Nevada, and Utah. In all three states, we have studied the planning process for, and the impact of, the Educational Consolidation and Improvement Act (ECIA) Chapter 2, since this was the first major federal effort to consolidate educational programs, and since it included many specific school improvement programs. Not only did ECIA establish a precedent that might be followed if additional federal programs were consolidated, but state and local decisions regarding the portion of ECIA Chapter 2 monies to allocate for various innovation, dissemination, and school improvement activities might provide a sense of future trends for these activities. However, we also sought to develop a much broader conception of the forces affecting school improvement in other categorical areas, namely: compensatory education, special education, and state and local school improvement programs. Although we were concerned with impacts affecting the full range of dissemination functions, e.g., public information, libraries, materials centers, information services, technical assistance, etc., we have given special attention to impacts on staff development, since this is one of the most pervasive and fundamental of school improvement functions.

This report is in four volumes:

1. Research and School Improvement in the Far West, by Paul Hood
2. School Improvement in California, by Carolyn Cates
3. School Improvement in Nevada, by William Hering
4. School Improvement in Utah, by Sue McKibbin

Volumes 2, 3, and 4 contain detailed information, including small case studies of local and intermediate agencies, describing current conditions, planning activities, and probable impacts of cutbacks, consolidation, and deregulation on state, intermediate, and local education agencies in each state.

This volume, Research and School Improvement in the Far West, focuses on the following topics:

- Key findings for each state
- Cross-state analysis of ECIA Chapter 2 findings
- Cross-state analysis of staff development effects
- Discussion of implications for educational R&D, dissemination, and school improvement
- The future for educational R&D, dissemination, and school improvement in the Far West

Each of these topics is summarized below.

State Findings

It is important to keep in mind that both the implementation and the effects of state and federal cutbacks, consolidation, and deregulation are still unfolding. The immediate effects of federal program consolidation under Chapter 2 of the Educational Consolidation and Improvement Act (ECIA) were experienced in most education agencies only after the 1982-83 school year began.

California. Three interesting themes have emerged from our study of the effects of cutbacks, consolidation, and deregulation in California. Two are somewhat surprising and, if borne out by subsequent events, they improve the prospects implied by an otherwise grim picture.

1. There are a few big losers but no big winners as a result of federal consolidation. Among the approximately 1,100 California agencies eligible for federal ECIA Chapter 2 funds, more than three fourths will receive as much as or more than they received under previous categorical programs. Almost half will get only the minimum, $2,500. Slightly more than half will receive more than the minimum. In few if any cases do the increases appear to be substantial enough to offset losses that these same agencies will suffer as a result of level or decreased state funding and current and anticipated cuts in other federal programs. In contrast, many of the more than 200 local education agencies (LEAs) and county offices of education that stand to lose funds will suffer dramatically. In this group, the most obvious losers are 29 LEAs that received nearly $18 million for the ESAA desegregation assistance program. However, the most devastating losses in terms of broad-based school improvement assistance will be sustained

by 16 of California's 58 county offices. Although support is being phased out over a two-year period, these 16 county offices will then lose nearly all of $4 million in annual federal support from ESEA IV-C and other specific school improvement projects.

2. Strong staff development and school improvement commitments have been continued, even with reduced resources. There are indications that the state's long-term interest and emphasis on programs and funding will be continued at all levels (state, intermediate, local), even with sharply reduced overall resources. California's massive, school-based School Improvement Program (SIP) has survived, as have most of California's other categorical programs serving special student needs and its state-supported staff development programs. There will also be increases in state resources for staff development in some areas as a result of the new Investment in People program, namely mathematics, science, and computer technology training and retraining for teachers.

3. Coalitions have emerged in response to crisis. At the outset of this research project, we suggested that one effect of state and federal cutbacks and consolidation might be a marked increase in conflict among numerous special-interest groups over distribution of diminishing resources and diminution or elimination of programs supported by such groups. However, we have found considerably less strong, open, or unresolved conflict than we anticipated. Instead, two statewide coalitions have emerged. Both are composed primarily of state-level organizations, and both were formed primarily to address state education program and finance issues.

   Citizens for Education was formed in early 1981 and is concerned with developing general state school finance proposals to present to the legislature that will provide a sound financial base and that also will account for and anticipate changes in federal education programs. The Special Education Alliance of California (SEAC) was formed in early 1982 to develop a legislative platform that will provide a sound, long-term fiscal base and program structure for special education in the state. Formation of SEAC marks the first time that organizations concerned with California's special education delivery system have formally joined together to influence or develop state legislative proposals. It is too early to tell whether these coalitions will survive. However, their emergence in response to crisis suggests that education interest groups are adopting a cooperative rather than a competitive approach to the need for making significant changes in the state's educational finance structures and programs.

Nevada. Here are some highlights of findings for Nevada:

1. State and local contexts in Nevada strongly affect education agency responses to ECIA Chapter 2 changes. The 17 Nevada school districts are in frequent contact with each other and with the Nevada Department of Education. This informal networking and a strong, historical disposition toward local control of education

characterize the spirit of cooperation among educators throughout the state. The two largest districts enroll 80 percent of Nevada's students; these two districts and the Department of Education are seen as important resources by the 15 smaller districts. Both the Department of Education and the local school district budgets are lean. There is very little money to invest in innovative programs. Because the state revenue base has been reduced, state aid to school districts will not increase to account for inflation. Most Nevada school districts are experiencing enrollment growth, although at a much lower rate than in previous years. With the exception of ECIA Chapter 2 funds, Nevada districts do not have the luxury of planning and implementing innovative programs. Statewide, 15 of the 17 school districts stand to gain from the federal ECIA Chapter 2 initiative, but in most cases the amount of new funding is simply not enough to have much impact. Analysis of Chapter 2 applications indicates that almost all districts will use these funds for Education Improvement and Support Services (Subchapter B of Chapter 2). Many are supporting continuations of existing programs. Given an environment requiring schools to do more with less, it is not surprising that few Nevada school districts will use their Chapter 2 allocations to try something new. However, these funds do allow school districts to support programs that would otherwise be abandoned.

2. The impact of cutbacks is real but muted. Most Nevada districts will receive less federal funds for compensatory education and other categorical programs. This condition is aggravated by the fact that inflation has reduced the capacity of districts to maintain continuity of staff and programs. The Department of Education will also suffer a reduction in support and has been reorganized. Generally, the trend at local levels has been to minimize reorganization. Nevada's local education agencies have not experienced significant shifts in staff assignments or programmatic emphases. Business seems to be proceeding as usual, despite the uncertainty and the virtual absence of slack resources. Consequently, innovation is not a major thrust.

3. Trends in staff development are conservative. Staff development in Nevada districts tends to be related to specific projects or instructional thrusts. Numerous districts are using some of their ECIA Chapter 2 allocation to support staff development activities. In most districts, however, staff development will suffer to some extent, because there is less money available to pay for faculty released time, travel expenses, and outside consultants. Staff development may be one of the "frills" that is cut back as budgets get increasingly tighter.

Utah. Here are some highlights of findings for Utah:

1. Prolonged enrollment growth and limited resources affect Utah education agency responses. Utah is experiencing unusual growth due to a high birth rate and some in-migration. These factors, combined with a lower average age in the population and a larger

family size than exist nationally, caused K-12 school enrollment to rise as early as 1973 and enrollment has increased yearly thereafter. Projections indicate that the population of Utah will increase by 50 percent by 1990 and that the state will continue to confront a critical statewide need for expanded school facilities. Because the state lacks funds to undertake a massive building program, the legislature has encouraged districts to undertake productivity projects. Two districts are now experimenting with novel ways of serving more students in existing facilities with existing staff without decreasing educational quality. As in California and Nevada, school budgets in Utah are lean, and there is very little organizational or financial slack to invest in instructional or curricular innovation that is not directly related to maintaining quality or increasing productivity. As the size and number of classes in a district increases, further strain is put on district administrators, school principals, and classroom teachers. Expanding without sacrificing quality becomes the focus of districtwide efforts.

Thirty-three of Utah's 40 school districts stand to gain from ECIA Chapter 2. Almost $1.2 million more is allocated to LEAs under Chapter 2 than they received last year under the separate programs consolidated in the block grant. However, in most cases the new funding will not be large enough to have a great deal of impact. An analysis of Utah LEA Chapter 2 applications indicates that almost all the districts will allocate some of their funds for materials and equipment. Many will also support inservice training and staff development activities. Other special efforts designated by LEAs are for gifted and talented, basic skills, career education, and community education. However, less than one third of the applicants planned to use Chapter 2 money to do something new in the district. As in Nevada, few Utah school districts will use these funds to innovate or even to perpetuate existing special services or innovative programs. Instead, deregulated Chapter 2 monies offer a modicum of supplementary assistance to strengthen diminished programs.

2. Federal cutbacks and state shortfalls in funding force retrenchment in education programs. For the past three years, compensatory education programs have absorbed federal funding cutbacks. Coupled with the effects of inflation, these cutbacks have curtailed the ability of Utah school districts to provide compensatory education services. Staff have been eliminated, supplies and indirect costs have been cut, and some schools are no longer served. The combination of state funding shortfalls and threatened further cuts in other federal categorical programs has forced some retrenchment and increased uncertainty about schools' ability to maintain other categorical programs that serve special student needs.

3. Technical assistance and staff development are important but threatened services. The Utah State Office of Education has established itself as a key provider of technical assistance and professional development. District staff whom we interviewed frequently stated that state agency consultants had never turned

down their requests for assistance. State specialists in many programmatic and curricular areas visit the 40 school districts to conduct workshops, provide on-site consultation, and offer support in other ways. Although the State Office has dropped or curtailed programs in other areas in order to continue providing these services to schools, some specialist positions have been eliminated, and the districts have lost some valuable sources of information and inservice education assistance as a result. As in Nevada, staff development in Utah districts tends to be related to specific projects or inservice thrusts. Many districts are using some of their Chapter 2 allocation to fund staff development activities. In most districts, however, staff development may suffer to some extent, because there is less money to support it.

4. The state places an emphasis on long-term needs and priorities. Two years ago, the state legislature became concerned about the effectiveness of Utah schools. With an exploding student population and limited state and local tax revenues with which to build new schools and hire new teachers, alternative ways had to be found to use existing facilities and staff more efficiently. The legislature began its School Productivity Projects. Continuing a long tradition of focusing on a few key educational goals, the Utah State Board of Education commissioned in 1979 a Statewide Education Planning Commission that recently completed a ten-year master plan for addressing eight critical needs affecting education in Utah during the 1980's. Consistent with this longer-term view of educational needs, the Utah State Board decided that it would place the state set-aside portion of ECIA Chapter 2 monies (approximately $617,000) into a larger fund with mineral lease money and FY 1982 carry-over funds to create a fund of more than $1 million to be applied to eight selected board priorities for the improvement of Utah education.

Cross-State Analysis

Although there are massive differences among California, Nevada, and Utah in size, composition of population, and many social, economic, political, and cultural dimensions, there is one profound similarity for education: The public schools in all three states are confronting major financial problems. With rare exceptions, local funding has not been able to offset the effects of shortfalls and cutbacks in state and federal funding for education. Now, all three states are entering their second year of no growth or actual recession, and state and local tax revenues are insufficient to meet all educational and other social demands. When this is coupled with severe cutbacks in federal education funding, the overall picture is grim. Many educational agencies at state, intermediate, and local levels are cutting staff, services, and programs to stay within budget limits. In general, the emphasis has been placed on maintaining basic educational services at the cost of reducing or eliminating discretionary programs. The net effect has been to reduce, sometimes severely, the capacity of educational agencies at all levels to support many aspects of "knowledge utilization" (e.g., through provision of inservice training, technical assistance, consulting, travel money for

attendance at professional meetings, libraries and curriculum materials centers, information services).

Federal cuts have hurt all three state departments of education, mainly because a large portion of their staff is supported by federal funding. The 62 intermediate units (58 county offices in California and four regional centers in Utah) depend on a mix of federal, state, and local funds. The intermediate units in both states are facing severe difficulties in maintaining staff and programs, especially outside their more traditional areas (e.g., special education, instructional materials, computer and business services). However, 16 of the more entrepreneurial county offices in California are particularly threatened. They will lose almost $4 million yearly due to the ECIA Chapter 2 consolidation, in addition to losses resulting from other federal, state, and local funding cuts. Although cuts in federal education funds represent less of a loss in total budget to local education agencies, there are massive differences among the nearly 1,100 LEAs in these three states in degree of impact. For many urban school districts, the cuts in compensatory education, impact aid, Emergency School Aid Act (ESAA), and other federal programs have represented relatively large losses. In other districts, federal cuts have resulted in losses of only 1 or 2 percent of the total budget and sometimes less.

Staff Development in the Three States

State-level efforts. In Nevada and Utah, there have been few broad-based, state-supported staff development efforts. Thus, the impact of lower state tax revenues and reduced federal support for staff development is not severe. Although the California budget has been reduced and additional reductions are anticipated, the state's commitment to financial support for staff development activities has been increased and at the same time placed in a much more specific, focused effort as part of the Investment in People program, which seeks to deal with a serious deficiency in the number of teachers and teacher candidates in the areas of mathematics, science, and computer literacy. In all three states, the majority of the state portion of ECIA Chapter 2 money will not be directed to specific staff development efforts. Nevada has no specific state-level staff development plans for the money. Utah will use some of its Chapter 2 money for consultant salaries in the areas of reading, mathematics, social studies, and gifted and talented. In California, $300,000 of the state portion will be distributed among seven federal teachers centers as partial support while they seek continuing financial support from other sources. However, in California there will be significant additional state support. Last year, the state committed approximately $2.65 million for support of activities in three areas: local school staff development, 12 School Resource Centers, and 17 Professional Development and Program Improvement Centers. Next year, the 29 existing centers will consolidate their activities into 15 Teacher Education and Computer (TEC) centers. The TEC program will receive a total of $4 million. In Nevada and Utah, there is no corresponding allocation of state dollars for staff development; however, in Utah the State Office is combining state and federal carry-over funds and mineral lease monies with its ECIA Chapter 2 allocation to create a special fund for implementing State Board priorities, several of which involve staff development activities.

Local district efforts. There are a total of nine surviving teachers' centers in the region, seven in California and one each in Nevada and Utah. Only one of these teachers' centers does not expect to continue. This development suggests that generic, or general purpose, staff development centers, once successfully established, do respond to important needs and enjoy some continuing local support. However, we have learned of only two districts (Douglas County, Nevada, and Alpine School District, Utah) that intend to initiate generic staff development centers. However, specific staff development activities are generally supported when they are perceived as being helpful in the installation or maintenance of a valued program. Over half of the Utah districts have plans for using ECIA Chapter 2 money to support inservice education as part of other programs. And, in those Nevada districts in which we have conducted interviews, we have found examples of teacher training activities that support programs in basic skills, computer-assisted instruction, and other areas. Although we do not know the dollar or percentage amounts that California districts will spend for staff development out of their Chapter 2 money or other funds, we do know that most California districts intend to support some inservice education activities planned as part of other programs.

Implications for R&D, Dissemination, and School Improvement

Both negative and positive factors affecting educational R&D, dissemination, and school improvement are to be found in our study of these three Far West states.

The negative factors include:

- Loss of many federally funded dissemination and school improvement projects.
- Cutbacks in other federally funded education programs.
- Shortfalls in support for education and social science R&D.
- Shortfalls in state and local funding that are progressively eroding education agency bases to support school improvement activities.

Taken together, these negative factors point to four likely trends:

1. Less federal and state support for education and education-related research and development; smaller and more isolated R&D projects that will be directed to high-priority areas but that will often lack the critical mass of time and talent needed to develop and maintain an output that can be directly and effectively coupled to school needs and contexts.
2. Markedly fewer identifiable school improvement projects, primarily due to federal cuts and to shortfalls in state and local funding.

3. Slow but continued erosion of institutional and organizational capacity to produce, disseminate, and use new knowledge to improve schools, except in limited, high-priority areas. This capacity will be reduced due to significant reductions at federal, state, intermediate, and local levels in six resources: money, specialized staff, time, motivation, energy, and organizational and professional incentives.

4. A shift in educational agency priorities to an emphasis on core services and to maintenance of the traditional, long-established, and institutionalized agency functions. Successful innovations in schools are most likely to represent some combination of three essential ingredients: they solve critical educational problems, they are low-cost or cost-saving, and they are low-risk.

The positive factors include:

- Improvement in quality and efficiency of many of the remaining programs and services.
- Retention of truly useful projects.
- Initiation of new school improvement projects.
- Establishment of new cooperative efforts to share information and resources and to secure public, political, and financial support.
- Reorientation of state, intermediate, and local education agency planning from narrow, short-run perspectives to multiprogram and multiagency planning with much longer time horizons.

These positive factors, especially the last, suggest that at least some education agencies are responding selectively and proactively to adversity. However, the image of the future for education in the Far West is mixed. Drawing on the strategic planning report prepared by the Santa Clara County Office of Education and on analysis of scenarios prepared by Richard Carlson of SRI International, we conclude that the following conditions are likely to hold for education in the Far West over the next several years:

Demands on public education are increasingly likely to exceed its resources.

The squeeze on state and federal programs for education is likely to continue, regardless of near-term political developments.

A growing range of private, nonprofit, and noneducational public agencies will offer educational services.

Public education will find itself increasingly in competition with other organizations for talented teachers and administrators.

The conflict between education of the general population and provision of special services to special groups is likely to become increasingly bitter.

Richard Carlson and the Planning Team of the Santa Clara County Office of Education derive the following policy implications:

The key to improving the public education system in the future will be focusing resources on core programs. Trying to save everything will save nothing.

The key long-run administrative issue will be planning how to recruit and retain top-quality, younger teachers and administrators. The educational leaders of the future are being lost today.

Nonpublic education programs are an opportunity as well as a threat. Helping to organize such external programs could reduce pressure on the public system, increase resources for programs, and provide additional income to public school teachers.

Imaginative new institutional, financial, and administrative arrangements will be part of virtually any successful new educational policies.

Closer coordination of public programs will be more important than ever.

(Santa Clara County Office, 1982)

The Future for R&D, Dissemination, and School Improvement in the Far West

Considering both positive and negative factors and likely future trends in the Far West, we make these predictions:

- Although there will be fewer federal and state resources in the early 1980's directly supporting educational knowledge production, dissemination, and utilization (KPDU) projects, the overall quantity of educational KPDU may actually increase.

- Public information services may also display an analogous paradoxical trend, with further cutbacks in the number of full-time public information professionals of all types yet greater activity and attention given to improving the effectiveness of communication with education's various publics.

- Many education information and library services will experience traumatic changes that include shuffling of roles and responsibilities among agencies in order to maintain essential services on increasingly reduced budgets.

- Human agents providing external technical assistance may be among the most important and yet the most vulnerable of the successful school improvement strategies. Self-help and local cooperatives may be the major sources for human agent assistance for schools except in rare, high-priority cases.

- Among all the specialized dissemination and school improvement functions, staff development, in many familiar and novel guises, may have the best prospects for growth in the 1980's.

- If public schools are forced to deal simultaneously with raising student achievement levels, responding to new demands for relevance in the curriculum, and increasing productivity, organizational restructuring will be required, and organizational training will be one of the new and important school improvement assistance strategies.

Conclusions. Our review of negative factors suggests that the conditions and opportunities for initiating and sustaining long-term team efforts on the part of teachers and administrators to achieve significant educational reform and improvement may be less prevalent in the next several years. However, our review of positive factors suggests that educational agencies in the Far West will not be totally without appropriate incentives and resources. Support for research and development, dissemination, and school improvement assistance will derive from multifaceted, compelling challenges to professional educators to reform and improve public education. Large-scale, highly specialized projects and programs may diminish in number and importance, but numerous forms of "disciplined inquiry" are becoming institutionalized in many state, intermediate, and local education agencies. The challenge in the 1980's will be to make "disciplined inquiry" truly cost-effective and highly responsive to priority needs of educators. If this happens, research and school improvement may indeed become a unitary concept, understood and endorsed by legislators, educators, and taxpayers.

INTRODUCTION

Purpose of the EDSP Studies

The primary mission of the Educational Dissemination Studies Program (EDSP) is to contribute to the creation, refinement, and dissemination of conceptual frameworks, knowledge bases, and knowledge syntheses needed to facilitate efficient development of state, regional, and national dissemination and school improvement efforts. The rationale for this work is based on the premise that educational dissemination and knowledge-based school improvement support structures may prove to be poorly planned and operationally inadequate if insufficient attention is paid to the individual and institutional goals of agent and agencies involved or if unrealistic assumptions are made about the basic nature and capabilities of these agencies or about the functional relationships among them. Realistic planning requires significantly more information than is generally available.

In recent years, educational dissemination has moved from a preoccupation with developing specific programs or functional components to a concern for cooperation, coordination, or orchestration among programs, agencies, and activities. Research has studied ways to build and nurture more effective dissemination capacity to support school improvement and equity goals. In this context, the Educational Dissemination Studies Program offered a specialized mechanism for addressing some of the more significant national, regional, and local needs for data, information, intelligence, and knowledge pertaining to educational dissemination, knowledge utilization, and school improvement issues.

Much of EDSP's work in previous years was premised on the existence of many different federal categorical programs that were targeted to specific educational sectors and/or client groups. Most of these federal programs employed "seed money," "change agent," or "capacity-building" strategies to stimulate or support organizational or curricular innovations in state and local education agencies. Nearly all these strategies assumed "growth" models of schools in which slack resources could be mobilized or provided to support innovations that might be financially costly or politically risky. This situation began to change in the late seventies as the decades of sustained economic growth following World War II and the heady social ambitions of the Great Society gave way to energy crises, inflation, and taxpayer revolts. These factors emerged at a time of widespread public concern about overcentralization of government, increasing federal regulation, and retrenchment in foreign affairs to set the stage for a Republican Party victory in 1980. This victory brought with it a new administration and a markedly changed Congress, both of which were disposed to establish a basically different approach to federal involvement in American education.

The role that the federal government will play in supporting school improvement efforts, indeed the role of regional educational laboratories as facilitators of school improvement activities, is now highly problematic. However, two things are fairly certain with respect to the next several years. First, substantially greater latitude will be given to the states

regarding the direction, level of funding, and eventually even the purposes of the various school improvement efforts that were supported and regulated in the past by the U.S. Department of Education. Second, there will be substantially less federal, state, and local funds available to support innovative educational activity. With a few exceptions, "growth" models of change and renewal will need to be replaced with "austerity" and "efficiency" models that are more closely attuned to state and local political and cultural contexts and to the cross-pressures of many special-interest groups. Discovering how state, intermediate, and local educational agencies and other educational support organizations cope with this new environment, which presents many problems but also many opportunities, will be a major challenge for policy research that aspires to find ways of improving education in the eighties.

To meet these challenges, EDSP refocused its efforts to place much greater emphasis on studies of the effects of federal, state, and local fiscal cutbacks and the effects of federal and state categorical program consolidation on the capacity of education agencies at all levels to provide needed instruction improvement-oriented services to schools. This report describes the findings from two related EDSP research tasks:

Task 1 Studies of California, Nevada, and Utah state planning for and adjustment to federal and state program consolidation, deregulation, and fiscal cutbacks affecting dissemination and school improvement efforts (State Effects Studies).

Task 2 Studies of the effects in California, Nevada, and Utah of program consolidation and fiscal cutbacks on state, intermediate, and local education agency capacities and relationships in the staff development sector (Staff Development Effects Studies).

Begun in December 1981, these two studies are based on telephone interviews, site visits, and document analysis. Most of the data collection occurred between January 1 and October 31, 1982, and involved the participation of more than 100 individuals from more than two dozen agencies in California, Nevada, and Utah.

It is important to emphasize that, although the effects of state and local cutbacks have been accumulating for the past several years, the effects of federal program consolidation, cutbacks, and deregulation are still very much in process in virtually all education agencies. Indeed, the effects began to be seen in most agencies only when the 1982-83 school year began. Thus, much of the information reported here primarily reflects early to middle stages of planning in the agencies contacted for this study. Indeed, as we completed these studies, it became obvious that many of our informants were still trying to judge the probable extent and direction of future federal moves and to place these moves in the context of their own state and local situations. Consequently, we found that some of the study questions (see pp. 1-27, 1-35, 36) are incompletely answered.

Background Issues

Task 1 focuses on the statewide effects of consolidation, cutbacks, and deregulation on knowledge-based school improvement functions (including information dissemination, technical assistance, and staff development). The effects of consolidation, cutbacks, and deregulation on staff development activity at all levels (state, intermediate, and local) are the major focus of Task 2. These two foci constitute the foreground for our research interests and questions. What actually happens in education agencies, however, occurs in a complex environment of political, organizational, and fiscal factors. This larger background must be understood in order to place school assistance in a proper context. The discussion that follows sketches a conceptual framework that can be helpful in identifying and understanding these important background issues.

Tasks 1 and 2 propose to study three changing conditions influencing education agencies: grant consolidation, fiscal cutbacks, and program deregulation. Because all three factors are built into Chapter 2 of the Education Consolidation and Improvement Act (ECIA) of 1981, they are often considered together. Consequently, it is sometimes assumed that the effects of these three factors on education organizations are similar. However, our research has led us to conclude that consolidation, cutbacks, and deregulation each introduce a different dimension of change into state education agencies, county offices, and school districts. Each factor upsets in different ways the status quo established by ESEA and other categorical programs.

For instance, consolidation unites by legislation programs that were previously separated. Formerly, special-interest groups worked within well-defined areas at the state and local levels. Competition for federal funds did not filter down to these levels after the legislation was passed and regulations were established. The consolidation of 28 federal categorical programs in ECIA Chapter 2 reopens competition for funds in state and local education agencies. A political model of organizational bargaining and power struggles between coalitions may thus provide the most appropriate framework for analyzing the organizational changes resulting from consolidation.

In contrast, fiscal cutbacks have a quite different set of implications. In an environment of scarce resources, the management of organizational change is hindered by the growth ideology that still pervades thinking in the United States. An organization's response to fiscal cutbacks can be reactive or proactive and positive or negative. This response is determined in part by whether or not the growth ideology remains entrenched. If the organization assumes that current cutbacks are one-time shocks and that growth will soon resume, the changes that it makes will most likely be short-term. However, if it assumes that the current scarcity and austerity will last into the indefinite future, then long-term changes in organizational goals, norms, and ideology may occur. This summary of background issues, then, offers some lenses through which we propose to analyze the data collected for Tasks 1 and 2.

Consolidation. Twenty-eight programs were included in Chapter 2 of the Education Consolidation and Improvement Act (ECIA) of 1981. Nineteen

of these represent "minicategorical" programs, such as metric education, consumer education, and law-related education. Both state and local education agencies will be awarded block grants according to formulas based on the number of eligible students and other criteria. Under block grants, state and local education agencies have broad latitude in deciding how to allocate the funds to provide educational services. Almost all federal rules have been removed.

Assurances that equity of educational services for specific groups will be maintained have also been removed. Detractors of consolidation argue that it will negatively affect the poor, minority students, and the handicapped. These groups may be the victims of state and local political processes that allocate block grant monies to more influential interest groups.

A political perspective on the consolidation process suggests a number of analytical foci:

Organizational change occurs as a result of conflict and compromise among factional groups. These groups may be teachers' unions, administrators, special-interest coalitions, or community organizations. Cooperation among such factions is problematic rather than automatic and results from negotiation and compromise.

One consequence of federal grant consolidation is the likelihood of conflict between groups vying for a portion of the funding. When funds have no strings attached, many groups representing diverse educational programs and needs will be struggling to influence those who decide how the block grant money is to be spent.

Attempts to influence implementation of block grant legislation may occur both between and within education organizations at different levels. Local education agency administrators and their professional associations can be expected to use their personal influence with state officials to channel state programs. State education agency decisions regarding how its 20 percent share of Chapter 2 funding is to be spent can follow priorities ranging from support for school improvement assistance activities to expansion of state pupil-proficiency assessment. The state of California is implementing AB 777, which consolidates state funding for selected educational programs. State education agency (SEA)-sponsored support services for voluntary local implementation of the law may greatly influence the quantity and quality of LEA participation. We can expect, then, that school district representatives will comprise a significant coalition organized to influence SEA-guided implementation of the letter and spirit of the new consolidation legislation.

Working in the other direction, how SEAs define their roles may affect intermediate and local education agency participation. SEAs may opt to use consolidation monies to support new or existing priorities, such as the California School Improvement Program, with its requirement for school site council planning and decision making. SEAs may also invest the funds in strengthening their services to schools in certain areas or in reorganizing to provide support in new areas, such as working with consortia. However they are played out, state-level decisions will have inherent repercussions

for county offices in California and for school districts in all three states.

Within school districts, political negotiation can be anticipated as a result of consolidation. For example, one faction may argue that block grant monies should be used to strengthen bilingual programs, while another faction may support an expanded college preparatory curriculum. Because community advisory groups play a central role in both federal and state consolidation legislation (California's AB 777), their influence on the use of block grant monies may be considerable.

The relationship between the school building and the central office may also be interpreted as one of opposing forces. School staff may feel that the central office is exerting unreasonable control, while district staff may perceive unnecessary resistance on the part of principals and teachers. At the school level, we may expect to see advocacy groups of parents, students, and faculty who support conflicting uses for block grant funds. After one advocacy group emerges, a counter group may be formed to oppose it. Federal consolidation may spawn new influence groups in schools or provide impetus for previously existing ones to reactivate.

In summary, if the political perspective provides an appropriate lens for analyzing the implementation of consolidation legislation by state, intermediate, and local education agencies, we would expect to find:

- Opposing influence groups vying for control of portions of block grant funding.
- Attempts at all levels to use consolidation monies to reinforce or realign educational priorities.
- Conflict, negotiation, and compromise pervading decision processes related to all phases of consolidation implementation.

Fiscal cutbacks. Managing organizational change with scarce resources requires strong organizational leaders who also have finesse. Problems associated with cutback management include these:

- It is difficult to disaggregate one part of the organization without affecting the others.
- Because there is little or no organizational slack in the current situation, risks are greater. This tends to raise the need for control, which, in turn, reduces risk taking.
- Employees are expected to sustain their morale and productivity in the face both of increasing control from above and of fewer opportunities for creativity and productivity.
- Hiring freezes and employee layoffs make it impossible to hire new staff. Older employees wait out the cutbacks by maintaining the status quo.

- Rewards for change are not available.
- Existing organizational norms, standard operating procedures, and legal requirements constrain management's ability to target the impact of cuts.
- Everyone is expected to do more with less, as innovation, creativity, and risk taking decline (Levine, 1978).

State and local education agencies and county offices are bureaucratic structures supported by public funds. They are driven by goals of bureaucratic self-interest, which often depend less upon performance (determined by service efficiency and effectiveness) than upon bureaucratic and political factors. "Empire building," a favorite strategy for enhancing bureaucratic self-interest, is possible in a growth economy. But, in the face of fiscal cutbacks, this strategy is not feasible. Changes that increase production efficiency constitute a more reasonable response to declining fiscal resources (Yin and others, 1978).

But, production efficiency approaches require analytical and evaluation capacities in organizations that, paradoxically, are often the first to be cut (Levine, 1978). In education organizations, planning, research, evaluation, staff development, and technical assistance staff will be particularly vulnerable to cutbacks. In the short term, aside from some minor disruptions in operating systems, such reductions seem not to reduce direct services to the public. However, these reductions mean that data needed for effective problem identification, planning, and management are no longer available; as a result, innovative responses to fiscal constraints are unlikely to occur. Fiscal contraction may also generate "performance gaps" (Zaltman and others, 1973) in the service delivery of educational agencies. It is doubtful that schools, county offices, and state agencies actually will be able to do more with less. As we study how the delivery of dissemination and school improvement services is affected by fiscal cutbacks, we want to know:

- The short-term effects of these gaps
- The potential long-term effects of these gaps
- The gaps that are identified as the most visible or serious by providers and clients at all three levels
- Where the slack for innovation was found
- Who took the risks to support innovation?

Organizational changes implemented during fiscal contraction tend to be limited to changes that reduce cost or increase the productivity of an agency's resources. Innovations likely to succeed are:

- low in cost
- revenue-generating
- effective budgeting tools
- resource allocation packages (such as computer programs)
- those that confer relative advantage on an agency.

(Walker and Chaikin, 1981)

Numerous organizational factors influence an agency's response to fiscal cutbacks. Complex interrelationships among people and programs seem to block effective, simple solutions to declining resources. Tasks 1 and 2 will analyze a number of organizational variables that may change as a result of fiscal cutbacks. Among them are:

- the role of the agency head
- organizational size and growth
- the role of unions
- the influence of coalitions
- staff and personnel factors, such as morale and professionalism
- organizational structure
- the relationship between the organization and contextual factors.

The last analytical tool for understanding how education agencies respond to fiscal cutbacks is provided by Whetten's (1979) continuum of managerial responses to externally induced change. The continuum includes both positive and negative, and proactive and reactive dimensions for analyzing responses. Four types of responses emerge when the two dimensions are combined:

1. Defending (negative, reactive). Here, organizational members stand behind their diligence and efficiency, while the organization argues that it is providing a service essential to the survival of society.

2. Reacting (positive, reactive). Here, the agency reacts to minimize the impact of change, by making the fewest possible alterations in the organization.

3. Preventing (negative, proactive). Here, the agency seeks to manipulate the environment to remove the source of change or to reduce the threat.

4. Generating (positive, proactive). Here, change is viewed not as a problem but as an opportunity. There is no strong commitment to maintaining the existing organizational structure or function.

(Whetten, 1979)

A recent Stanford University study of local education agency responses to fiscal cutbacks (Robinson, 1981) indicates that most schools have been reacting passively by reducing or eliminating programs. Schools made no systematic effort either to prevent the cutbacks or to defend what the schools were doing. We can expect to find more of the same at the local level, although proactive preventing responses seem likely in SEAs and county offices.

What are the likely results of fiscal cutbacks in education oganizations? We anticipate that:

- Risk taking will be minimal.
- Employee morale and productivity will decline.

- Change and creativity will not be rewarded.
- There will be few systematic efforts to reorganize for more appropriate responses to decline.
- Performance gaps will emerge in service delivery.
- Innovation will occur to reduce costs and/or increase productivity.
- Coalitions will struggle for more influence as resources diminish.
- Most organizations will respond to fiscal cutbacks by reacting.

Deregulation. One of the primary arguments in favor of consolidation is that it decreases the paperwork and administrative burdens at all levels of education. This assumption is strikingly underscored by the following comments made by the Reagan Administration, taken from budget documents and published in Education Times:

> One lesson is clear from the past: The only real losers in converting categorical grants to a block grant are the bureaucratic middlemen--the grantsmen--who use up funds for the needy.
>
> There will be no endless byzantine squabbles over myriad accounting regulations that aid bureaucrats, not children.
>
> Approximately 13 percent of the federal funds in programs to be consolidated are now used for administrative expenses by state and local agencies. This overhead will be drastically reduced under the consolidation proposal.
>
> The Administration anticipates that the reduced funding levels will be offset by more efficient management generating from the increased latitude given to state and local governments to tailor education programs to suit the particular needs of children in their districts.
>
> The federal role is to supply necessary resources, not to specify in excruciating detail what must be done with these resources.
>
> These block grants will shift control over education policy away from the federal government and back to state and local authorities--where it constitutionally and historically belongs.

If, in fact, 13 percent of categorical aid monies are used for program administration (other estimates place the figure closer to 4 or 5 percent), we can expect to see many employees who previously handled paperwork for programs finding themselves no longer needed. This job obsolescence will probably occur at all three levels--in state education agencies, county offices, and school districts. A major issue created by deregulation, then, may be the reassignment or layoff of categorical aid program administrators.

Extensive rules and regulations that typically accompanied categorical programs created a need for considerable documentation and reporting. Plans or proposals were written, and accountability reports were due a year later. Strings attached to how the money could be spent required

extensive budget preparation. Program evaluations often were necessary, resulting in another mechanism for reporting programmatic effects. Staff development requirements justified the work of curriculum consultants and supervisors. And, because all this activity had to be monitored, some staff members were given responsibility for assuring compliance.

What will become of all these people who are no longer needed to administer categorical programs? Will there be considerable "retreading" of staff as they are reassigned to other positions in schools, county offices, and state education agencies? Such reassignment creates needs for extensive staff development so that employees will have the skills required to accomplish their new tasks. The amount of inservice education needed will depend on how radical the reassignment is. If an employee is switched from program evaluation to consulting for the handicapped, considerable re-education will be necessary. Whether or not such staff development activity is offered will be one area of focus in Task 2.

Another possible result of deregulation will be dissolution of some previous norms for organizational decision making. In the past, prescriptions on how federal and state categorical aid dollars could be spent were established. Now, those choices must be made by the districts themselves. Although the rules and regulations were burdensome, they removed much of the need to make decisions about how to allocate monies. Deregulation removes that cut-and-dried system, opening state and local education agencies to myriad possibilities. This takes us back to the political notions discussed previously in the section on consolidation. One likely response to this void in rules is the emergence of influence groups that will fill the gap with their own prescriptions on how money should be spent. We see here, again, that the political dynamics of bargaining and compromise may set the tone of the implementation of block grants.

A final likely response to deregulation is business as usual. Existing priorities may simply be funded at lower levels. What SEAs and schools are doing currently may continue with very little interruption. Few new programs will be started, and some past programs that were protected by categorical aid will be dissolved. Overall, however, the status quo may prevail.

We expect to see, then, the following responses to deregulation in state, intermediate, and local education agencies:

- numerous staff members in obsolete jobs
- considerable reassignment of such staff to other positions in the organization (together with some layoffs)
- minimal staff development opportunities to prepare reassigned employees for their new responsibilities
- voids in decision rules for allocation of funds previously used to support categorical aid programs
- coalitions formed to influence decisions on how block grant monies should be spent
- maintenance of the status quo as much as possible.

Description of the State Effects Studies

The purpose of the state effects studies is to provide a context or big picture of state-level planning for and implementation of consolidation and of the general implications of consolidation, cutbacks, and deregulation for statewide school improvement activities in the three Far West Laboratory region states, California, Nevada, and Utah. The state effects studies have three objectives: 1) to provide policy makers and educational leaders at all levels with concise, up-to-date information on the actors, actions, events, and political, social, fiscal, and educational forces that shape planning and implementation and on the effects of consolidation and cutbacks; 2) to identify the roles that selected school improvement programs and constituencies play (or fail to play) in the process of adjustment to consolidation, cutbacks, and deregulation, and 3) to identify issues, problems, and opportunities that deserve the attention of persons who take an interest in maintaining and strengthening state school improvement capabilities.

Background and rationale. As part of its larger policy to reduce federal involvement and intervention in education, the new Administration proposed a massive consolidation of federal categorical programs. Although its efforts to consolidate the very large federal programs serving disadvantaged and special education pupils were rejected by Congress, approximately 30 categorical programs, all concerned with some aspect of school improvement, were consolidated, and at the same time, cuts of approximately 10 to 15 percent were made in the authorized levels of funds for these consolidated programs, while the regulations associated with these programs were drastically simplified. The effects of these changes will be experienced in the 1982-83 school year. However, state education agency planning had to begin in late 1981 if there was to be an orderly transition of responsibility from the federal to the state level. Although it is anticipated that some members of Congress may resist further consolidation and cuts in categorical programs, it is highly likely that the Reagan administration will propose further consolidation, seek deeper cuts in existing levels of authorization and expenditure, and further remove the Department of Education from exercise of detailed regulation and monitoring of remaining federal programs. It is clear that the present consolidation effort is just the beginning of a larger political battle that will be waged over the next several years concerning the nature and scope of federal involvement in education.

With the shift in responsibilities and control of funds to the states, knowledge concerning the ways in which states will deal with school improvement efforts becomes vital in understanding how R&D-based school improvement efforts should be directed. Our review of several policy studies (Kearney and Vander Putten, 1979; Turnbull, 1981; Rosenthal and Fuhrman, 1981) that anticipated the current consolidation indicates that the various state education agencies are likely to respond in quite different ways to federal consolidation. Likely responses are perhaps best presaged by current and past SEA leadership styles vis-a-vis school improvement.

In states such as California, the state has developed its own categorical programs that have sometimes anticipated and usually augmented

federal categorical efforts. For example, in 1972 the California State Department of Education (CSDE) established the Consolidated Application Program to pull together and simplify application procedures for funds available from several federal and state funding sources. The program serves as a means through which school districts can use a single application for any or all the sources covered by the program. The California School Improvement Program (CSIP) represents an imaginative state program aimed at educational reform and renewal at the school building level. This voluntary program, which can be traced back to the 1972 Early Childhood Education (ECE) program, now involves approximately half of the state's public schools and three fourths of its school districts. Consolidated Applications, CSIP, and many other state programs (e.g., local staff development, AB 551; the Professional Development and Program Improvement Act, amended by AB 4151; the California Master Plan for Special Education) provide a legislative-administrative policy context formed through consultation and collaboration among many levels and kinds of educational interests throughout the state.

In general, these California programs represent an interesting combination of state "regulation" with a strong emphasis on local planning, decision making, and review. CSIP, for example, is an entirely voluntary program that is quite prescriptive about advisory structures and planning and implementation processes, but it leaves selection of the content and emphasis of programs almost entirely up to school building and district-level decision makers, and it actively encourages and supports a review and evaluation process that involves peers and that places heavy emphasis on formative rather than summative information. Another example: The California Proficiency Testing Program is mandatory and has a specifically prescribed general structure. However, the content of the tests and the standards for passing grades are left to local school districts. Hence, in California, we see moderately heavy state-level prescription of process within defined substantive frameworks that yet allows and encourages substantial local decision making as to form and substance of the educational program and that attempts to build and strengthen an intrinsic capacity within the school and the district to accomplish monitoring and evaluation functions. Is California increasing or decreasing state regulation? This particular pattern defies simple categorization. It appears to be increasing its regulation as to process but decreasing it, within generally prescribed frameworks, as to content. In any case, it is clear that the state's school improvement efforts are aimed at increasing professional and lay participation in the planning and implementation of educational programs at the school level and at strengthening local building and district-level determination of goals and standards and the means for attaining them. However, running counter to this increased emphasis on local determination is the fact that the state now provides approximately 70 percent of public elementary and secondary school funds. In addition, schools and districts in the state are increasingly constrained by state codes; federal, state, and local court orders; state, county, and local ordinances; and other governmental sanctions.

These legislative and administrative policy structures and philosophies provide the historical and contextual framework within which political and professional concerns regarding consolidation may be worked out in California. If consolidation were the only issue, planning and implementation would not

be so problematic. But, the consolidation will occur along with massive cuts in federal funds at a time when the state surplus, which has supported local public schools in the aftermath of Proposition 13, is exhausted. Further exacerbating the fiscal situation is the likelihood that the economy will remain sluggish for the rest of 1982 and into 1983. Given the general scarcity of funds for education, efforts to sustain school improvement programs may fare poorly against other compelling demands for educational funds. How consolidation planning and implementation get carried out in a general environment of scarcity and retrenchment and who gains and who loses in the process may tell us a great deal about the probable course of California school improvement and technical assistance efforts over the next several years.

Nevada and Utah each have distinctly different contexts and histories that suggest the possibility of quite different consolidation scenarios.

Neither Nevada nor Utah has developed state categorical programs comparable to those found in California. The Nevada SEA has generally relied almost entirely on federal regulations and the state code to provide standards for educational program regulation. Moreover, the Nevada state code is remarkably unobtrusive.* Given a small population, only 17 local education agencies, a historically strong propensity to favor local over state control, and a very small SEA staff, the Nevada SEA has tended to assume a low, unobtrusive profile vis a vis the LEAs.** Aside from isolated legislative mandates (e.g., student minimal competency testing, recertification requirements for all certificated staff), school improvement efforts in Nevada are typically local and isolated. However, there is recent evidence that informal arrangements for the exchange of information have developed among LEA staff (e.g. among the curriculum directors in five LEAs--Carson City, Churchill, Douglas, Lyon, and Washoe). Given a conservative population and a traditionally local stance toward school control, Nevada educators can be expected to welcome both consolidation and deregulation but to be concerned about cuts in federal funding.***

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* Wirt examined the extent of state control in 36 areas of school policy, using statutes, constitutions, and court opinions to derive a scale of state control on which the 50 states were scored and ranked in 1972. Nevada ranked 46th, Utah 30th, and California 22nd. Scoring 2.84 on a 0 to 6 scale, Nevada's state control in 1972 could be characterized as allowing moderate local option under state-mandated requirements. Utah's score of 3.42 and California's score of 3.65 could be characterized as allowing only very limited local option under state-mandated requirement (F.M. Wirt, "What State Law Says About Local Control," Phi Delta Kappan, April 1978, pp. 517-520).

** Two of Nevada's 17 LEAs (Clark County and Washoe County) enroll approximately 80 percent of Nevada's K-12 public school population. Of the remaining 15 LEAs, 10 have enrollments of less than 2,000.

*** In 1981-82, federal funds accounted for 8.0 percent of the total dollar revenues from all sources for K-12 public education in Nevada. This was very close to the national average (8.1%) and slightly higher than the federal funding percentages for Utah (6.1%) and California (6.8%) (Education Daily, May 20, 1982).

Utah is much closer to California than to Nevada in its propensity to allow only limited local option under state-mandated education requirements. However, there are marked differences between Utah and California in size, demographics, culture, history, politics, and other factors that have produced distinctly different state roles in educational improvement and innovation in the two states. Given a relatively small population, only 40 school districts, a remarkably homogenous population, and a culture that has traditionally valued the home, the school, and the church, education in Utah has usually enjoyed respect and attention from its citizens but hardly munificent financial support.* State-level leadership in the SEA has tended to emphasize statewide planning and professional development, to focus public attention and support on a limited number of priority areas, and to provide highly responsive technical assistance to specific LEA requests.

While Utah educators share the concern of educators elsewhere about the impact of cuts in federal funding, they confront even more pressing problems posed by the need to serve rapidly increasing school populations with severely limited state and local revenues.** We may anticipate that Utah will respond to educational program consolidation at both the state and local level as an opportunity to define and deal with high-priority educational problems. A major theme already evident is how to continue to provide an adequate "quality education" when confronted with increasing enrollments, diminishing per-pupil resources, and increasingly severe losses of talent among professional staff.

Framework for the State Effects Studies. Figure 1 illustrates the general framework that was applied in each of the three state studies and in this cross-study analysis. The framework is based on three related foci, each of which reflects a recent action taken by the federal government in regard to education: program consolidation, resource cutbacks, and program and resource deregulation. Examination of the effects of these actions can be organized around a set of questions for each:

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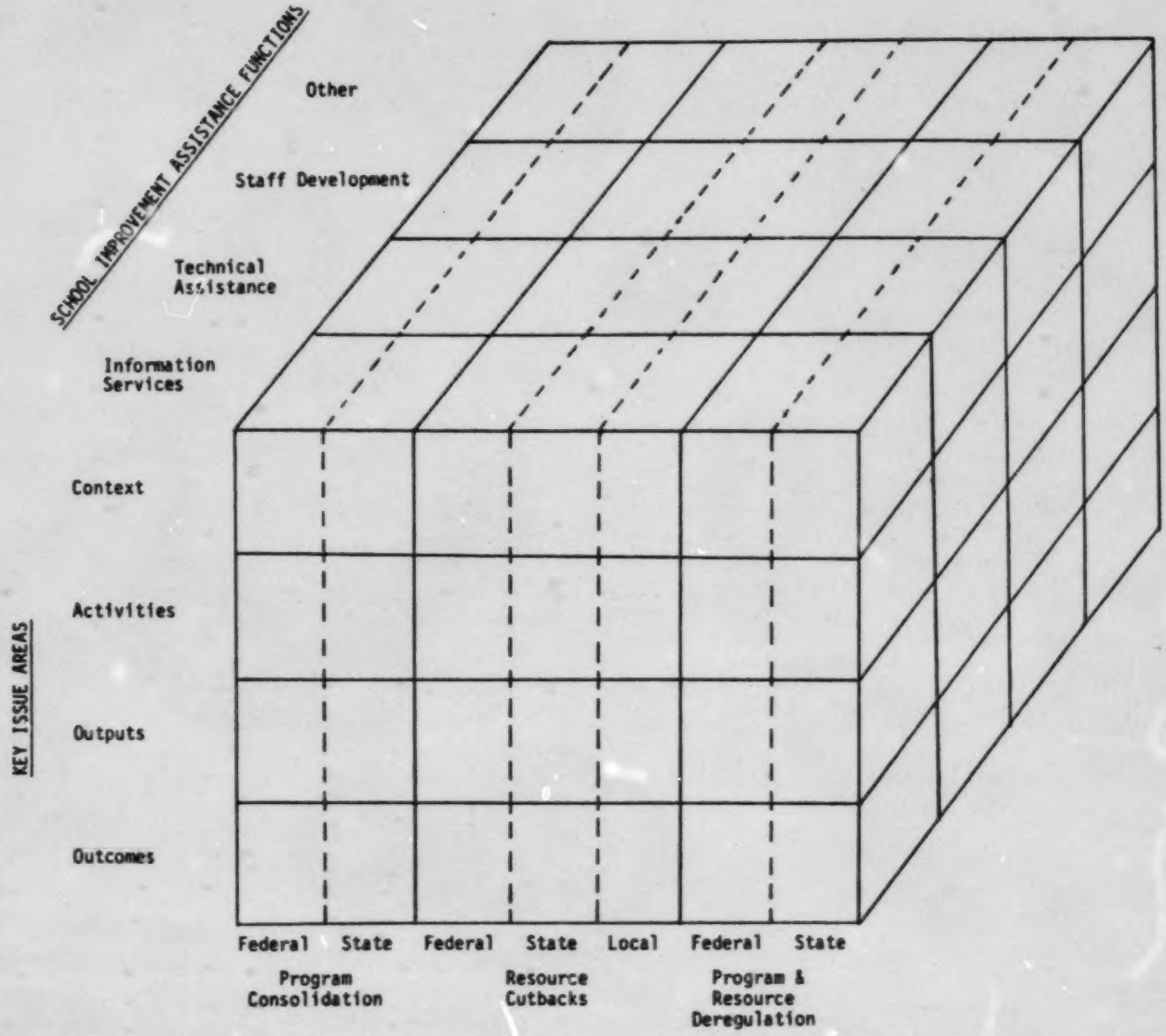
* Utah is second only to Alaska in the number of school age children per 100 adults age 21 and over. Public school enrollment K-12 in 1978-79 was over 98 percent of total K-12 enrollment in the state, and 93 percent of this enrollment was white non-Hispanic. While Utah educates a third more students of school age, on the average, and holds them in school longer, it does so with much less money. Utah's personal income per school child is among the lowest in the U.S., and the number of pupils per teacher is the highest in the U.S. (Walter Talbot, "Utah Education," Utah Schools, February 1982, p. 5).

** Utah public school enrollment has increased each year for at least the past four years in grades K-6 and for the past two years in grades 7-9 as well. Only grades 10-12 still show declining enrollment. At the same time that enrollments are increasing, teachers are leaving to take higher-paying jobs in energy industries and other fields.

FIGURE 1

GENERAL FRAMEWORK FOR THE STATE EFFECTS STUDIES



- Program consolidation

  How are state-level agencies and organizations planning for and implementing the consolidation of federal programs?

  How are state-level agencies and organizations planning for and implementing the consolidation of state programs (if applicable)?

- Resource cutbacks

  What are the apparent and anticipated effects of cutbacks in federal resources on statewide educational improvement efforts?

  What are the apparent and anticipated effects of cutbacks in state resources on statewide educational improvement efforts?

  How are the apparent and anticipated effects of cutbacks in local resources available for local educational improvement efforts affecting state-level activities?

- Program and resource deregulation

  What are the apparent and anticipated effects of federal deregulation of educational programs and resources?

  How have state-level agencies responded to or taken the initiative regarding changes in regulation of both federal and state programs, resources, and regulations?

Although these questions can be applied to a broad array of educational areas and programs, in this study they have been brought to bear on functions that support instructional improvement services to schools. The primary emphasis was on dissemination and utilization functions: information services, technical assistance services and activities, staff development services and programs, and on other related support functions.

The aim is to provide an overview of the effects of consolidation, cutbacks, and deregulation on these functions as general functions, i.e., as they cut across particular educational program or sector lines. However, with the occasional exception of staff development, these school improvement support functions are seldom considered in the aggregate or organized within agencies as separate, identifiable units. Instead, information services, staff development activities, and technical assistance activities are usually provided within individual programs (e.g., special education). Thus, in order to construct a picture of each function in the aggregate and illustrate the overall effects of consolidation, cutbacks, and deregulation, it is necessary to examine activities related to each function in several program areas. We have selected four program areas that we believe will allow us to identify the most salient state effects of both federal and state actions regarding consolidation, cutbacks, and deregulation:

- Chapter 2 of the Education Consolidation and Improvement Act of 1981: Consolidation of Federal Programs for Elementary and Secondary Education

- The primary state-supported school improvement program or project in each state, if applicable

- Compensatory education programs

  The federally supported program--formerly Title I of ESEA (1965), now included in the Education Consolidation and Improvement Act of 1981 as Chapter 1

  State-supported compensatory education programs, if applicable

- Special education programs

  The federally supported program, P.L. 94-142

  State-supported programs, if applicable

Chapter 2: Consolidation of Federal Programs for Elementary and Secondary Education. Chapter 2 consolidates 28 education programs previously authorized under six different education acts, vests basic responsibility for the administration of Chapter 2 monies in state education agencies, and vests responsibility for the design and implementation of local programs assisted under Chapter 2 in local education agencies. Our assumption is that the most visible general changes in each state will be associated with changes in administration and implementation of programs and activities consolidated in Chapter 2, primarily because of the number of programs and amount of monies consolidated. However, we recognize that it is not feasible to trace the effects of changes in all 28 program areas. For that reason, and also because this study is focused on dissemination functions, we have focused primarily on changes in dissemination and improvement programs and activities: e.g., Basic Skills Improvement (the former ESEA Title II), dissemination programs and projects (the former ESEA Title III), Educational Improvement Resources and Improvement in Local Education Practice (the former ESEA Title IV).

State school improvement programs. As indicated in the introduction, the effects of federal consolidation, cutbacks, and deregulation may also be reflected in improvement programs initiated and supported at the state level. In the past, a potentially substantial flow of federal resources into each state agency may have allowed greater slack or discretionary use of available state-level resources for establishing and carrying out statewide improvement efforts. It is important to identify changes in the capacity of states to initiate, implement, and maintain state-supported improvement efforts that stem from changes in federal and state support.

For example, in California, the California School Improvement Program (CSIP) stands out clearly as the major statewide effort. Thus far, the combined forces of the California State Assembly and the California State Department of Education (CSDE) have been able to maintain direct fiscal

support for participating schools and districts, and the CSDE has maintained both direct and indirect CSDE consultant assistance even as the effects of Proposition 13 have reduced educational resources. Whether (and if so, how) CSIP is continued will provide considerable insight into the changes in the state's improvement capacity. Candidates for state-level improvement programs or projects in Utah and Nevada will be harder to identify. Perhaps the closest analogue to CSIP in Utah are the School Productivity Projects. We have not identified a state-level school improvement program in Nevada.

Compensatory education programs. The major focus here is on the effects of changes--primarily fiscal cutbacks and deregulation--in the federally supported program. However, we also wanted to identify the effects of these changes--again primarily as cutbacks and deregulation--on existing state-supported programs. Compensatory education for educationally deprived children in low-income areas (ESEA Title I) is the largest single federal education funding program. Although this program has been left intact under the Education Consolidation and Improvement Act of 1981, Chapter 1 of that act significantly revises key administrative provisions and regulations.

For example, local education agencies are no longer required to target Title I resources to educationally disadvantaged students with the greatest need for assistance; LEAs are required only to assure that the funds are provided for the general category of educationally disadvantaged students. One question raised by this change is: What attempts will be made at the state level to see that students with the greatest need remain the primary focus of attention? One possible and permissible state-level action could be for an SEA or state legislature to set forth binding priorities for the use of Chapter 1 funds as long as they did not conflict with other provisions of Title I or with other federal laws. In states, such as California, that have state-supported compensatory education programs, the questions are slightly different. One question could concern the extent to which regulations for the state program are revised to make them consistent with the federal provisions. Another could be how they have been revised to make them more flexible and to permit broader use of funds.

Special education programs. Here, too, we are interested in identifying changes in programs for special education at both federal and state levels. The major focus is on the effects of changes--primarily deregulation--in the federal P.L. 94-142, Education of the Handicapped. Although this program is not included in ECIA, regulations covering state and local special education are also undergoing revision. Moreover, these revisions are coming at a time when some SEAs and LEAs are still in the process of reorganizing their special education programs and resources to meet the previously imposed federal requirements. In addition, this program, perhaps more than any other in recent American education, was established primarily through the efforts of a grass roots constituency--the parents of handicapped children--and it was often opposed by the education establishment at state and local levels.

In contrast, some states--California and Utah among them--have strongly supported improvements in special education and have established

state-supported programs that predate, and in some aspects supersede, the federal requirements. Examples of questions to be raised here are: In the face of diminished federal resources and regulations, will advances that have already been made in special education be slowed or reversed? Will special education constituencies organize or reorganize at state and local levels to encourage or force continuation of special education improvements? In states with state-level special education programs, how will resources be organized or redirected to maintain or continue improvements already made? Will such changes significantly influence the level or direction of school improvement support functions directed to special education needs?

Key issue areas. The central concerns of this study can be organized around four key issue areas: context issues, activity or action issues, output issues, and outcome issues.

Context issues identify and illuminate the background against which specific actions or events take place within and across states. In particular, these issues help to make sense of the events and actions that are currently taking place (or that are likely to take place in the future) by placing them in the perspective of actions and events that have already taken place and by identifying and explicating the political, economic, social, and special-interest forces and actors that appear to be significant influences in shaping the changes that occur.

Activity or action issues are concerned with identifying where and how various school improvement constituencies, strategies, and programs become involved (or fail to become involved) in the planning and implementation of changes resulting from federal and state consolidation, cutbacks, and deregulation. The particular focus of these issues is the constituencies, strategies, and programs associated with the four program areas previously described and the dissemination and utilization functions that support those programs. The identification of ways in which the various constituencies, strategies, and programs might be better represented in the planning and implementation process is also of interest. In addition, action issues include past, present, and likely future trends in funding by function and by program.

Output issues are concerned with identifying and describing the actual, immediate, or current effects of consolidation, cutbacks, and deregulation on each function and program as well as on the overall school improvement capacity within and across the states. Specifically, this means identifying what services have been significantly reduced or eliminated, how programs or agency offices have been reorganized to carry out services and functions, and what alternative approaches (if any) have been or are being instituted to provide improvement support.

Outcome issues are concerned with projected, longer-term effects of these changes on schools and other educational agencies, such as county offices. Due to the short time span of the study, outcome issues will be considered on two levels: first, in terms of the expectations of our informants; second, in terms of our own predictions of the effect of these changes on schools and on other educational agencies that support school improvement activities.

TABLE 1

DATA SOURCES FOR STATE EFFECTS STUDIES

AGENCIES & ORGANIZATIONS	INFORMANTS	DOCUMENTS
State Departments of Education	Deputy Superintendent for Instruction or designate Heads or deputies of affected divisions/programs Manager of Consolidation Planning (if applicable) Fiscal planning staff Evaluation staff	Consolidation plans - for federal consolidation - for state consolidation (if any) SDE guidelines/regulations for consolidation (federal and state) SDE newsletters SDE memos SDE press releases SDE budgets
State Boards of Education	State School Board Executive, President, or designate	Policy statements Extracts of minutes of board meetings Press releases, reports
State Legislatures	Education Committee aides/ analysts (CA) Education Committee members (UT, NV) Legislative research office staff	Summaries of relevant legislation, past and present Summaries of legislation that failed but may be "resurrected" as model State budgets--education related
Governors' Offices	Education specialist(s)/ advisor(s)	Policy analyses, position papers Press releases
Educational Associations, e.g.: - State Teachers' Association - State Superintendents' Association - State Principals' Association	Association Officers Association Executive Directors Association legislative staff (if any)	Newsletters Legislative analyses Position papers Agenda, reports of relevant workshops, meetings

Approach. Investigative field work (Murphy, 1980) provides the model for the research approach used for both Tasks 1 and 2. Instead of remaining onsite for extended periods of time, researchers visited relevant organizations and conducted intensive interviews, observed the organizations and environments visited, and collected relevant written documentation. The basic procedures and strategies for preparing the study design, collecting and analyzing data, and preparing and reviewing reports for Tasks 1 and 2 were almost identical. The data sources for the State Effects Studies are listed in Table 1.

Description of the Staff Development Effects Studies

Introduction. The purpose of the staff development effects studies is to determine the effects of grant consolidation and fiscal cutbacks on state, intermediate, and local education agency capacities and relationships in the specific sector of staff development. The State Effects Studies accomplished in Task 1 focus on the big picture of state-level planning and implementation and on the general implications for statewide school improvement activities. Task 2 is a companion effort that traces the fallout effects on staff development programs as seen at the state, intermediate, and local levels. For the purposes of this study, staff development is defined as "a process designed to foster personal and professional growth for individuals . . . having as its ultimate aim better learning for students and continuous responsive self-renewal for educators and schools" (Dillon-Peterson, 1981, p. 3).

A deliberate overlap exists between Task 1 and Task 2. Task 1 looks at state-level knowledge dissemination and utilization functions, including technical assistance, staff development, and information dissemination in several priority program areas. Task 2 collects detailed data from state-level informants about the staff development sector in order to trace the impact of retrenchment, consolidation, and deregulation on inservice education activities, relationships, and programs from the state level through the intermediate level to the local school district and building levels.

The context for staff development. Current conditions in educational organizations underscore the need for staff development activities at all levels. State, intermediate, and local education agencies are struggling to maintain programs and services. In the process, they are reassigning senior staff and laying off employees who have less seniority. There are few vacancies in schools. This reduces the need for a large pool of recent graduates from colleges of education. An older teaching force faced with increased probability of staff reassignment, then, points to a potentially substantial demand for inservice--not preservice--education for teachers. As retrenchment continues, staff development will become even more crucial for maintaining program quality and professional preparedness.

Furthermore, the present climate seems to discourage personal excellence among educators. The professional growth of educators is a low public priority. Apprehensive about the evaluation of their performance, many teachers become protective and defensive rather than

growth-oriented. Psychological and physical isolation characterizes their professional existence and hinders their opportunities to learn from each other. Few formal rewards acknowledge excellence in school teaching or administration (Dillon-Peterson, 1981, pp. 1-10).

Against this backdrop of uncertainty, lack of public confidence, and low morale, staff development efforts also provide a means for dealing with staff perceptions and evaluations of professional competence and self-worth. In order to improve schools--even to maintain the existing level of quality--inservice education seems essential. Yet, such programs are in jeopardy. As state, intermediate, and local educators redefine their priorities in the face of consolidation and fiscal cutbacks, the future of staff development remains uncertain.

Fallout in the FWL service region. The context in which educators presently find themselves is predominantly influenced by three factors: a weak national economy, shortfalls in state and local tax revenues, and changing enrollments. These conditions are forcing reductions in educational services and programs at various levels in the educational community. How are local education agencies cutting costs and operating programs with restricted budgets? They are:

- consolidating and closing schools
- eliminating or coordinating programs
- reorganizing grade levels
- cutting teacher, administrator, and instructional specialist positions
- reassigning teachers to areas in which they may have little or no experience (Roth, 1981, pp. 43-48).

California schools have faced retrenchment precipitated by a variety of fiscal difficulties since the early 1970's. Declining enrollments have reduced state aid. The Serrano decision to equalize per-pupil spending reduced funds available to some districts. Inflation eroded the buying power of school funding. Proposition 13 severely curtailed the capacity of local education authorities to generate revenues from property taxes.

Recent Stanford University research sponsored by the Spencer Foundation studied the effect of retrenchment on high schools in Northern California. It uncovered the following typical responses to fiscal cutbacks and uncertainty:

- Schools were consolidated.
- Teachers were laid off.
- Administration and central office positions were eliminated.
- Curriculum service and instructional support staff were reassigned to teaching positions.
- The school day was reduced so that staff needs could be pared proportionally.

- Programs were modified or eliminated--especially elective, remedial, and advanced placement courses.
- Teacher aides were not rehired.
- Maintenance of school facilities was cut back.
- "Frill" programs, such as extracurricular activities, staff development, and audiovisual services, were reduced or eliminated.
- Team teaching was instituted to serve students in multiple grades.

Generally, schools have responded to retrenchment in ways that can be characterized as passive and reactive. They have accepted budget cuts without trying to prevent them or defending the quality of education. Administrators and teachers seem unprepared for periodic decline, not having been trained to handle negative growth. They are under attack for low productivity, as evidenced by declining test scores and rising discipline problems, yet they are expected to produce better results with fewer resources. Educators are in a double bind. If they work harder and do more with less, they will confirm the suspicions of those who believe that there is substantial waste in public agencies. However, if educators allow the downward spiral to continue, public criticism is bound to continue (Robinson and others, 1981, pp. 49-65).

In 1981, Educational Dissemination Studies Program staff conducted informal interviews to identify current trends and develop future predictions for education in the Far West Laboratory service region. We wanted to obtain a preliminary view of the effect of retrenchment on local, intermediate, and state educational programs and policies. The implications for staff development are numerous:

- There was confusion and conflict over whether leadership in staff development should come from the SEA or from county offices. Both agencies emphasized that such services to school districts were an essential part of their overall program.
- State-supported county offices were facing a serious cut in funding for the 1981-82 school year. Some county offices were having to absorb a 25 percent reduction, and they had no fiscal reserves. This necessitated a rapid redefinition of roles and priorities.
- One county office in California adopted an entrepreneurial tactic for obtaining additional funds by marketing its workshops and staff development programs to any organization on the West Coast willing to pay for those services. Another more solvent county office added a program planning and evaluation coordinator to its staff because it recognized the increased need for such services among local districts at a time of retrenchment.
- A budget analyst for the California State Assembly visited LEAs and county offices to ask what their reaction would be if state monies traditionally allocated to county offices for staff development were given directly to districts to use at their

own discretion. Needless to say, most LEAs were in favor of such action, while county office staff predicted that the resulting competition among public and private organizations and consultants to provide staff development services to schools would be fierce.

- Assembly Bill 777, signed into law by Governor Brown in June 1981, contains a School-Based Program Coordination Act that may significantly change the design and operation of school programs. This voluntary program enables districts to coordinate the categorical funds that they receive from the state and focuses the authority to exercise this coordination at the school building level. Under the law, a School Site Council develops a Coordinated School-Based Program Plan for approval by the local and state boards of education.

- Local education agencies are challenged to do more with less. Staff development is one of the support services that appears to have suffered during the current retrenchment. Administrators, central office staff, and subject area specialists are being reassigned because their positions have been eliminated. There are few if any individuals left in district offices who have the expertise, time, and resources to provide inservice education for staff.

- Nevertheless, staff development is likely to remain a useful, if not indispensable, strategy for making more effective use of school personnel throughout the 1980's. Secondary-level administrator training was chosen by both the Nevada and Utah Far West Laboratory Advisory Committees as the area in which they most wanted assistance from the FWL Regional Service Program. The FWL Regional Service Program is now working with state and local educators in both states, providing programs of training for secondary school administrators.

Research questions. Task 2 describes the outputs and effects of deregulation, consolidation, and cutbacks on state, intermediate, and local support for staff development efforts in some detail. The intent is to describe the fallout from changes in federal and state educational policy. Because Tasks 1 and 2 are interrelated, the research questions guiding both studies are similar. Task 2 focuses on the following questions:

- How have federal and state grant consolidation influenced staff development efforts and program configurations at the state, intermediate, and local levels?

- How have federal, state, and local funding cutbacks affected staff development policies, priorities, and programs at the state, intermediate, and local levels?

- How have federal deregulation and corresponding state responses affected staff development evaluation and accountability at the state, intermediate, and local levels?

- How have planning and implementation of staff development for schools or instructional improvement at state, intermediate, and local levels responded to consolidation, retrenchment, and deregulation?

- What key individuals or groups influence staff development activities at the three levels, and what are the results of their involvement? What, if anything, are they doing in response to consolidation, cutbacks, and deregulation?

- What pattern has funding for staff development followed over the past three to five years at all three levels, and do these fiscal trends point to a probable future staff development scenario?

- What are the existing and expected effects of consolidation, cutbacks, and deregulation on the capacity of state, intermediate, and local education agencies to provide staff development services?

- What are the likely staff development outcomes resulting from state, intermediate, and local responses to altered educational policies?

- What short-term and long-range impact will these outcomes have on educational quality, instruction, and school improvement?

Study design. Task 2 provides descriptions and analyses of the effect of consolidation, cutbacks, and deregulation on staff development efforts supporting instruction improvement-oriented services to schools. Educators at three organizational levels were interviewed according to the following pattern:

- SEA administrators and consultants working on staff development activities in California, Nevada, and Utah

- administrators and consultants from four county offices in California

- building-level and central office staff from three LEAs in California, one associated with each of three county offices included in the study

- central office staff and building-level principals and teachers from three LEAs in Nevada and three LEAs in Utah

Because Nevada does not have intermediate service agencies, Task 2 has been able to document and analyze staff development activities in this state only at the state and local levels. Utah does have four small regional centers that provide some services to smaller districts in the state. For California, the situation is far more complex. Agencies at all three levels tend to remain quite active. They have had to be responsive to state-sponsored fiscal and programmatic reforms while retaining their own priorities.

The intermediate and local agencies were selected by using three general sets of criteria:

- demographic characteristics, such as size, wealth, location, and student ethnicity
- commitment to an ongoing, long-term staff development effort
- accessibility of resources (human, material, and financial) for staff development

Two waves of data collection were planned. The first wave of on-site visits and interviews was conducted in spring 1982. At that time, preliminary data were collected. Interview notes, observation reports, and archival documentation obtained onsite contributed to the interim report, which was critiqued by outside reviewers. The second phase of data collection occured in September and October 1982. State education agencies in all three states again were visited, and staff of intermediate and local agencies were interviewed by telephone. This second wave of data collection provided an opportunity to fill in gaps or to make changes suggested by the critiques and to update reported activities just prior to preparation of this final report.

Approach. Investigative field work (Murphy, 1980) also provides the data collection approach for Task 2. Researchers visited state-level organizations, county offices, and local district offices and schools and interviewed individuals, observed the organizations and environments visited, and collected relevant written documentation. A number of people at the state, county office, and local levels were interviewed during both waves of data collection.

State-level informants include:

- SEA staff primarily responsible for staff development leadership and service delivery
- members of the state boards of education or their administrative staff
- education committee members of the state legislatures or their aides
- executives or staff of state professional education associations
- educational journalists
- special-interest group spokespersons
- state leaders in staff development.

County office informants include:

- superintendents and assistant superintendents of schools
- consultants providing staff development services
- coordinators of consortia or other efforts specifically focused on staff development.

Local education agency informants include:

- district superintendents and assistant superintendents
- central office staff responsible for or involved in staff development services
- district representatives of teacher unions
- principals and assistant principals
- faculty members.

This final report is in four parts. The other three volumes--

School Improvement in California, by Carolyn Cates

School Improvement in Nevada, by William Hering

School Improvement in Utah, by Sue McKibbin

--contain detailed information, including small case studies of local and intermediate agencies, describing current conditions, planning activities, and probable impacts of cutbacks, consolidation, and deregulation on state, intermediate, and local education agencies in each state.

This present volume, Research and School Improvement in the Far West, focuses on the following topics:

- key findings for each state
- cross-state analysis of state and local perspectives
- cross-state analysis of staff development effects
- implications for educational R&D, dissemination, and school improvement
- the future for educational R&D, dissemination, and school improvement in the Far West.

Each of these topics is summarized in the following chapters.

Summary of Findings in California

State and local contexts. The state of California has 1,042 local school districts and 58 county offices of education. With 4.5 million students in more than 7,400 schools, California has the largest public school population in the nation. For many years, California's public school system was regarded as one of the best. Now, there is growing concern that this system is deteriorating, as a result of reductions in financial support and inflation. Between 1974-75 and 1981-82, per capita income in California increased 115 percent, state expenditures increased 178 percent, and health and welfare expenditures increased 225 percent. In contrast, state expenditures on elementary and secondary education increased only 83 percent.

There are many reasons for this reduction in the level of support for public education. Before Proposition 13 was passed in 1978, more than 50 percent of the support for K-12 education came from local revenues. After passage of Proposition 13, that level dropped to about 20 percent, and state support rose from 40 percent to 68 percent. Thus, state expenditures for education have become increasingly important. In June 1982, California voters approved three more initiatives that are expected to reduce state general fund revenues by more than $2 billion in the next three years. Further, when the 1982-83 state budget was passed in June, less than a 1 percent cost-of-living adjustment was included for direct general aid to school districts. Even that small increase may be eliminated and further cuts may be made as legislators attempt to ward off the regularly projected increases in the state deficit. It is understandable, then, that California educators are concerned about the future of public education in their state. Although some maintain an optimistic outlook, most of those whom we have interviewed reveal concern, frustration, or anger. It is perhaps remarkable that so many of the agencies and groups that we visited and the people whom we interviewed preserve an active interest in the search for ways to improve their programs. California education is suffering from lack of support. The effects of state cutbacks and consolidation are now exacerbated by federal actions. The most important factor affecting education in both state and local contexts may well be this general reduction in financial support.

State planning for and response to ECIA Chapter 2. In February 1982, Governor Brown appointed the 32-member state Chapter 2 advisory committee. Advisory committee members met for a total of nine days to determine the LEA allocation formula and to make recommendations for use of the California State Department of Education (CSDE) portion of Chapter 2 funds. After hearing and discussing many proposals, they agreed that 80 percent of the the ECIA Chapter 2 funds should be allocated to local education agencies, that no LEA should receive less than $2,500, and that the allocation formula should provide two-year phase-out funding for Emergency School Aid Act (ESAA) programs and for programs operated by county offices of education.

In 1980-81, California education agencies received a total of $90 million from categorical programs now consolidated in Chapter 2. In 1982-83, California is receiving $42 million in ECIA Chapter 2 funds.

After the state Assembly budget committee made changes in the Advisory Committee's recommendations, $33.8 million (80.5%) of the total goes to LEAs. Of the $8.2 million (19.5%) allocated to state purposes, $200,000 was earmarked specifically for the Constitutional Rights Foundation (a private group that received federal funds in the past), $220,000 will be used for committee and board meetings, $300,000 will provide partial support to federal teachers' centers for one year, $1.3 million will support local participation minigrants. The remaining $6.18 million was allocated for CSDE K-12 activities.

The CSDE portion will be used for eight programs: improving academic curriculum; youth employment; improving school climate; parent involvement; community education; assessment, research, and evaluation; management assistance; and state administration.

Local response to ECIA Chapter 2. The $33.6 million expected for LEAs and county offices will have different consequences. Among the school districts, 13 percent will lose more than one third of the funds that they received in the previous year; 10 percent will lose less than one third. The remaining 77 percent will gain funds, but 34 percent will receive only the minimum allocation, $2,500. There will be a few big losers and no big winners. Districts that stand to lose the most include large urban districts with high concentrations of minority students.

We do not yet know how all districts will spend their Chapter 2 money, whether it is less or more than they received in the past. Given the context of general reductions in funding, it would not be surprising if few districts attempted to develop new programs. We do know that many districts will attempt to maintain existing programs that were supported in the past with funding from categorical programs. Strong staff development programs, for example, usually will be continued. Programs intended to increase the achievement of minority populations will probably continue under the educational improvement and basic skills programs authorized by ECIA Chapter 2.

Impact of federal cutbacks and state shortfalls on funding for other education programs. Generally, the trend in California districts has been to minimize reorganization. State-level response is typified by the 1981 School-Based Program Coordination Act (AB 777), which gives districts increased flexibility in implementing requirements of the California Education Code. Districts can request waivers for almost any program, so long as students' educational needs are met, state costs are not increased, and certain rights are not violated. The same legislation allows schools to coordinate categorical funds in order to conduct a single schoolwide program. It is anticipated that there will be many requests to parallel submission of revised plans for the school improvement program and plans required for ECIA Chapters 1 and 2.

Special education programs have also been affected by revenue reductions. When the California Master Plan for Special Education was approved by the legislature in 1980, the provisions intended to assist districts in meeting their new obligations were not fully funded. By April 1981, California faced a $117 million deficit in special education funding. The legislature has responded by reducing state fiscal responsibility. It also relaxed the requirements for services of classroom

aides, allowed larger classes, and cut the number of state-level special education specialists. These moves, combined with the fiscal difficulties resulting from reduced ECIA Chapter 1 funds, will continue to create problems for California schools.

Impact of consolidation, cutbacks, and deregulation on program organization. Generally, the trend in California districts has been to minimize reorganization. State-level response is typified by the 1981 School-Based Program Coordination Act (AB 777), which allows districts increased flexibility in implementing requirements of the California Education Code. Districts can request waivers for almost any program, so long as students' educational needs are met, state costs are not increased, and certain rights are not violated. Schools are also allowed to coordinate categorical funds in order to conduct a single schoolwide program.

Most requests for waivers have been motivated by fiscal concerns raised by such things as summer school lunch programs and driver education programs. It is anticipated that there will be many requests to parallel submission of revised plans for the School Improvement Program and plans required for ECIA Chapters 1 and 2.

There have been few changes in staff role assignments or programmatic emphases. Business is proceeding as usual, despite uncertainty and the virtual absence of slack resources. Innovation in program reorganization has not been a major thrust, except in the areas of productivity and quality control.

Trends in staff development. California has a history of state-level support for staff development activities. The state-supported School Resource Centers and Professional Development and Program Improvement Centers (PDPICs) provide good examples. Although support for these centers will not continue in the same form as in the past, there are indications that staff development will continue to be supported at all levels.

For example, the ECIA Chapter 2 advisory committee approved the CSDE's state purposes plan, which included two important staff development components. The committee also approved the setting aside of $300,000 of the state purposes portion of Chapter 2 funds to support federal teachers' centers for one year while they seek other funding. Local districts will use some of their Chapter 2 money to support six of these seven centers. Finally, existing School Resource Centers and PDPICs will be consolidated as part of the elementary and secondary education initiative in the governor's Investment in People program, which creates 15 regional Teacher Education and Computer (TEC) centers. County offices are participating in the design and implementation of these centers, which will provide staff development opportunities.

It seems clear that staff development will continue to receive support, especially when it is linked with specific program improvement activities. However, it also seems certain that generic or general staff development activities, especially new efforts, will be uncommon. These will be seen as "frills" that can be cut back or cut out as budgets get tighter.

Summary of Findings in Nevada

State and local contexts. The 17 Nevada school districts are in frequent contact with each other and with the Nevada Department of Education (NDE). This informal networking characterizes the spirit of cooperation found throughout the state. The two largest districts enroll 80 percent of Nevada's students; these two districts and the Nevada Department of Education are viewed as important resources by the 15 smaller districts.

School district budgets are lean. There is very little money to invest in innovative programs. Because the state revenue base has been reduced, state aid to school districts will not increase to account for the effects of inflation. Districts have been asked to prepare contingency plans for a reduction of 3.5 percent in 1982-83; further reductions are anticipated in the following year. Most districts are experiencing growth, although at a much lower rate than in previous years. As the size and number of classes in a district increase, district administrators, school principals, and classroom teachers are placed under further strain. With the exception of their ECIA Chapter 2 funds, Nevada districts do not have the luxury of planning and implementing innovative programs.

State planning for and response to ECIA Chapter 2. Few problems were encountered in implementing Chapter 2 guidelines, despite their ambiguity and the confusion that the deregulatory intent of the law could have caused. The block grant advisory committee required by law met twice. Its members were quick to reach a consensus both on the LEA allocation formula and on the state agency's share of Chapter 2 funds. The process of developing, distributing, completing, and returning the application form for Chapter 2 funds was completed speedily--by June 30, 1982. All interested parties--the block grant advisory committee, NDE staff, the State Board of Education, and district staff--worked well together.

The Nevada Department of Education will receive the full 20 percent of state ECIA Chapter 2 funds allowable under law. However, the actual dollar amount represents a 40 percent cut from the level received in the previous year for the programs that have been consolidated. State agency staff will use this money to continue activities in five areas: administration, basic skills support, support for statewide testing and proficiency programs, communication between educators and the public, and dissemination. The Nevada Department of Education has been preparing for reductions since 1977, and it does not expect to terminate any staff. However, it will be necessary for the NDE to do less in nearly every area.

Local response to ECIA Chapter 2. Statewide, school districts stand to gain from ECIA Chapter 2. LEAs will receive in excess of $600,000 more under Chapter 2 than they received from the programs included in Chapter 2. Two districts will receive less; 15 will receive more. Nevertheless, the gains are relatively small. In most cases, the amount of new funding available to individual districts through Chapter 2 is simply not enough to have a great deal of impact.

An analysis of Chapter 2 applications indicates that almost all districts will use these funds for the purposes specified in Subchapter B,

"Educational Improvement and Support Services." Many districts propose to use their Chapter 2 money to support and extend existing programs. Some of these programs are staff development efforts. Given an environment in which they are being asked to do more with less, it is not surprising that few Nevada school districts will use their Chapter 2 allocation to try something new. However, these funds do allow districts to support programs that they would otherwise have to abandon.

Impact of federal cutbacks and state shortfalls on funding for other education programs. Most Nevada districts will receive less funds under ECIA Chapter 1 (formerly ESEA Title I. The effect of this shortfall is aggravated by the fact that inflation has reduced the capacity of districts to continue some programs and retain some staff. The Nevada Department of Education will also suffer a reduction in support for all but two Title I activities. The NDE will de-emphasize its monitoring role for these programs.

Because state support for the NDE has not kept pace with inflation and because the level of support is expected to be reduced by 10 percent, the agency has not been able to provide full staffing. Fourteen authorized positions are unfilled. There will be fewer consultants, less travel, and a general reduction in support for programs.

Impact of consolidation, cutbacks, and deregulation on program organization. Despite cutbacks, consolidation, and deregulation, the general trend has been to minimize reorganization. Nevada's local education agencies have not yet experienced significant shifts in staff assignments or programmatic emphases. Business is proceeding as usual, notwithstanding the uncertainty and the virtual absence of slack resources. Innovation is not a major thrust, except in the area of productivity. However the effect of ECIA on the Nevada Department of Education has been far more pronounced. A reorganization that clearly mirrors the shift in federal role and funding levels has already been accomplished.

Trends in staff development. In the districts, staff development tends to be related to specific projects or instructional thrusts. Numerous districts are using some of their Chapter 2 allocation to support such staff development activities. Other districts see staff development in more generic terms; such districts will use their Chapter 2 monies to support individualized inservice activities, to maintain an existing teachers' center, or to establish a new professional development center. In most cases, however, staff development will suffer, because districts have less money for faculty released time, travel expenses, college course tuition reimbursement, and outside consultants. Staff development may be one of the "frills" that is cut back or cut out as budgets get tighter.

Summary of Findings in Utah

State and local contexts. The Utah State Office of Education has invested the past twenty years in developing strong bonds of informal sharing and networking with the 40 school districts in the state. The tendency is for people to have long tenure as school administrators and State Office staff. This has nurtured high levels of trust, communication, and understanding among educational decision makers throughout the state. The new State Superintendent of Public Instruction, the former superintendent of one of Utah's more innovative districts, promises to continue this tradition.

The state is experiencing unusual growth due to a high birth rate and some in-migration. These factors, combined with a lower average age and larger family size than exist nationally, have created a critical statewide need for expanded school facilities. Because the state lacks funds to undertake a massive building program, the legislature has encouraged districts to undertake productivity projects. Two districts are now experimenting with alternative ways to serve more students in existing facilities with existing staff without decreasing educational quality.

School district budgets are lean. There is very little organizational or financial slack to invest in curricular innovation. As the size and number of classes in a district increase, district administrators, school principals, and classroom teachers are placed under further strain. Few if any school districts have the luxury of planning and implementing innovative programs. Expanding without sacrificing quality becomes the focus of districtwide efforts.

State planning for and response to ECIA Chapter 2. Implementation of Chapter 2 guidelines went smoothly in Utah. The block grant advisory committee worked well with State Office staff and the State Board of Education. The Chapter 2 application form was distributed, completed by districts, and returned by June 30, 1982. A collegial working relationship existed throughout the process, which enabled everyone involved to reduce the unnecessary effort that federal ambiguity and confusion over deregulation guidelines might have caused.

The State Office will use its ECIA Chapter 2 allocation to support eight priority programs selected by the State Superintendent and the State Board of Education. Combining Chapter 2 funds with mineral lease monies and some carry-over funds provides the resources necessary to support the priorities on a statewide basis. Extensive planning and proposal development by State Office staff preceded the selection of priorities. A high level of interest and activity will most likely continue throughout the 1982-83 school year. State Office use of Chapter 2 monies to mobilize state leadership capabilities in support of specific priorities, rather than simply to maintain existing staff positions, is exceptional and deserves commendation.

Local response to ECIA Chapter 2. As in Nevada, most school districts in Utah stand to gain more from ECIA Chapter 2 than they will lose. Almost $1.2 million more is allocated to LEAs under Chapter 2 than the individual

districts received under the separate programs consolidated by that legislation. Seven districts will lose money to Chapter 2, but 33 others will receive more. However, their gains will be relatively small. In most cases, the amount of new funding available under Chapter 2 will not be enough to have much impact. What is more, some of the more entrepreneurial districts will lose a great deal of the federal assistance that they obtained in the past from competitive categorical programs included in the block grant.

Analysis of LEA Chapter 2 applications indicates that almost all districts are allocating some of their Chapter 2 money for instructional materials and equipment. Many are also supporting inservice and staff development activities with these deregulated monies. Other special efforts that districts named were gifted and talented, basic skills, career education, and community education.

Less than one third of the applicants plan to use Chapter 2 money to start something new in the district. Given an environment in which they are being asked to do more with less, it is not surprising that few school districts in Utah will use their Chapter 2 allocations to try something new--or even to perpetuate existing special services or innovative programs. Deregulated Chapter 2 monies offer a modicum of supplementary assistance that can alleviate gaps in the general fund.

Impact of federal cutbacks and state shortfalls in funding for other education programs. For the past three years, ESEA Title I (now ECIA Chapter I) has absorbed federal funding cutbacks. The effect of this shortfall has been aggravated by the fact that threats of even larger cuts and last-minute decisions about funding levels reduce the capacity of schools to maintain continuity of students, staff, and programs. Every district that we visited had absorbed significant reductions in Title I funding over the past three years. Coupled with the effects of inflation, these reductions have curtailed the districts' ability to provide compensatory education services. Staff have been eliminated; funds for travel, supplies, and indirect costs have been cut; and some former Title I schools are no longer being served. The State Office has lost one half-time Title I consultant, and, because of deregulation, it is de-emphasizing its monitoring role and increasing the time that it spends on quality issues.

Because legislative support for the State Office has not kept pace with inflation, the agency has not been able to give staff the raises that they deserve. Furthermore, some specialist positions have been eliminated, because inflation has reduced the buying power of state allocations for staff. With the new emphasis on selected state priorities, however, there is hope that remaining staff will be able to provide the most effective leadership and programmatic support possible.

Impact of consolidation, cutbacks, and deregulation on program organization. As elsewhere, the general tendency in Utah's local education agencies has been to make as few changes as possible. Despite cutbacks, consolidation, and deregulation, the State Office has lost little staff, and every effort is being made to maintain existing programs and services. However, the State Office of Education was reorganized shortly after the

new State Superintendent of Public Instruction took office in summer 1982. As in Nevada, it appears that the reorganization responds, at least in part, to changed federal policies and levels of funding for State Office activities. In Utah, innovative efforts are focused on productivity.

Trends in staff development. The State Office has established itself as a key provider of educational professional development in Utah. District staff commented frequently that state agency consultants had never turned down a request for assistance. State specialists in many programmatic and curricular areas visit the 40 districts to conduct workshops, provide on-site consultation, and offer their support in other ways. Because some of these specialist positions have been eliminated, districts have lost a valuable source of information and inservice education.

Staff development in the districts tends to be related to specific projects and instructional thrusts. Numerous districts are using some of their Chapter 2 allocation to support these staff development activities. Others see staff development in more generic terms and plan to use their Chapter 2 monies to support individualized inservice activities, to maintain an existing teachers' center, or to establish a new teachers' center. In most cases, however, staff development will suffer, because districts have less money for faculty released time, travel expenses, college course tuition reimbursement, and outside consultants. Staff development may be one of the "frills" that is cut back or cut out as budgets get tighter.

CROSS-STATE ANALYSIS: STATE AND LOCAL PERSPECTIVES

Although there are massive differences among California, Nevada, and Utah in size, composition of population, and many social, economic, and political dimensions (Hood, 1981), there is one profound similarity for education: The public schools in all three states are confronting major financial problems. With rare exceptions, local funding for schools has not been able to offset the effects of cutbacks in state and federal funding for education. Although education has received considerable attention and fiscal support in all three states, state support has not kept pace with inflation. Now, with the economy both of the nation and of the Western states entering the second year of no growth or actual recession, state and local tax revenues are insufficient to meet all educational and other social demands. When these shortfalls are coupled with severe cutbacks in federal education funding, the overall picture is generally grim. Many educational agencies at state, intermediate, and local levels are cutting staff, services, and programs in order to stay within budget limits. In general, the emphasis has been placed on maintaining basic educational services at the cost of reducing or eliminating discretionary programs. The net effect has been to reduce, sometimes severely, the capacity of educational agencies at all levels to undertake or continue innovative programs or to support many aspects of "knowledge utilization" (e.g., through provision of inservice training, technical assistance, consulting, travel money for attendance at professional meetings, curriculum materials centers, information services). Federal cutbacks have been felt most severely by three classes of agencies: state education agencies (SEAs), "entrepreneurial" intermediate agencies, and large urban local education agencies.*

State education agencies. Federal cutbacks have hurt all three SEAs, mainly because a large portion of their staff is supported by federal funding. The combination of federal cuts coupled with the inability of state legislatures to increase state funding to SEAs so as to offset federal cuts means that each SEA may be forced to make staff reductions. These cuts may be deep enough that they cannot be managed by normal attrition and retirements. Reductions in force may be required, with attendant "bumping" or "challenging" of positions, reassignment, consolidation of positions, and so forth. Adding to the uncertainty

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*Institutions of higher education--particularly schools, colleges, and departments of education (SCDEs)--have also been affected by reductions in federal and state funding. The largest effect for most SCDEs is the result of declining enrollment. This has now been exacerbated by cuts in federal student aid. Cuts in funding for educational and social research and in some federal categorical programs, such as Teacher Corps, have also had some effects. But, with a few exceptions, attrition in SCDE staff has not been as great as it has in the three classes of agencies named in the text.

among SEA staff is the prospect that further cuts may be required over the next couple years that may affect both SEAs and LEAs.*

County offices. The 62 intermediate units in the region (58 county offices in California; four regional centers in Utah; no intermediate units in Nevada) depend on a mix of federal, state, and local funds. The intermediate units in both California and Utah are facing severe difficulties in maintaining staff and programs, especially outside their traditional service areas (e.g., special education, instructional materials, computer services). The more entrepreneurial county offices in California that competed successfully for categorical funds are particularly threatened.**

Local educational agencies. The 1,099 school districts in California, Nevada, and Utah show tremendous diversity. Ranging from the massive Los Angeles Unified School District, which has an enrollment exceeding 500,000, to more than one hundred districts in California that have enrollments of less than 100, these 1,099 districts provide education for approximately 5 million students in grades K-12. Some LEAs are located in areas where the population density exceeds 1,000 persons per square mile, while others are located in areas where the density is less than two or three persons per square mile. In some districts, the white non-Hispanic student population exceeds 99 percent. In others, Hispanic students are in the majority. In some large urban LEAs, particularly in Southern California and in the San Francisco Bay Area, there is great

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* The large state surplus that the California legislature had used to fund schools was exhausted in 1982. The 1983 state budget provides for a less than 1 percent cost-of-living adjustment for schools. Decreased state tax revenues in 1982 and an uncertain economy suggest that there may be even less state aid for schools in 1983. The Nevada legislature operates on a biennial budget. The 1982-83 state education budget was set last year, but the legislature's Interim Financial Committee can reduce authorized allocations if funds are not available. Nevada school districts may have to accept an average reduction of 3.5 percent. There is also great uncertainty about 1983-84. In Utah, limited state education funding capacity will be severely strained over the next several years due to current and projected enrollment increases in most Utah LEAs.

** The effect of federal consolidation on these entrepreneurial county offices may be devastating. In 1981-82, 16 of California's 58 county offices received federal funds for programs now consolidated in ECIA Chapter 2 that exceeded $50,000. Totaling almost $3.9 million and averaging nearly $243,000 per office (the median is approximately $124,000), these 16 county offices received 96 percent of all such funds received by California county offices and 7 percent of all such funds distributed in the state. Under California's ECIA Chapter 2 formula, funding for these 16 county offices would be reduced by roughly one third in 1982-83 and by roughly another third in 1983-84. By 1984-85, these 16 county offices would receive an aggregate of less than $100,000 (less than 3 percent of the sum received in 1981-82), averaging less than $6,000 per office; no county office would receive more than $24,000.

ethnic diversity, and there are large numbers of non-English-speaking students.* Some districts must cope with more than 20 different languages besides English. And, of course, there is a very wide range of socioeconomic levels. Some districts are still experiencing enrollment declines, particularly in the upper grades; but many LEAs are now reporting enrollment increases, particularly in the lower grades.** Although student enrollments are increasing in many LEAs, the great majority of LEAs in all three states are facing serious financial problems. State and local tax support has not been sufficient to offset increased costs. In California, where 68 percent of the funding for public K-12 education now comes from the state, the 1983 state budget increases direct school aid by less than 1 percent.

Although cuts in federal education funds mean less of a loss as a proportion of total budget for local education agencies than they do for state and intermediate education agencies, there are massive differences in the degree of impact that these cuts will have on individual LEAs in these three states. For many urban districts, the cuts in ESEA Title I (compensatory education, now ECIA Chapter 1), in impact aid, and in other federal programs represent large losses. In other districts, the federal cuts entail losses of only a few percent. However, in none of the three states is there any indication that the state legislature can appropriate funds to offset the federal losses completely. And, only in very rare cases can local tax revenues be counted on to offset these losses.

ECIA Chapter 2 State Allocations

Although there is some evidence of minor conflicts among various interest groups in all three states in deliberations on ECIA Chapter 2 allocation formulas for LEAs and in setting priorities for the SEA's 20 percent set-aside, it appears that state-level decision making was not marked by much open conflict. Perhaps the main reason was the relatively small portions of the total education budget that were at stake.***

LEA allocation formulas. Since at least 80 percent of ECIA Chapter 2 funds must be allocated to local education agencies, one of the first decisions that the state advisory committee in each state had to make involved the formula for allocating these Chapter 2 funds.

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* Statewide, California's K-12 student enrollment is now nearly 44 percent minority (26% Hispanic, 10% Black, 7% Asian or Filipino, and 0.8% Native American). An April 1981 language census in grades K-12 classified more than 375,000 students in California's public schools as limited- or non-English-speaking. This figure represents more than 9 percent of California's total K-12 public school enrollment.

** Statewide, grades K-12, for the 1981-82 school year, California reported a 3.6 percent increase over the previous year, Utah a 3.4 percent increase, and Nevada a 1.1 percent increase.

*** On a per-pupil basis, ECIA Chapter 2 represents much less than 1 percent of the total sum spent for education in any of the three states.

While the Nevada committee could be concerned about equitable distribution among just 17 LEAs, and the Utah committee had to consider allocation among only 40 LEAs, the California committee had to consider allocation among 1,099 agencies (58 county offices, 1,041 LEAs). In Nevada and Utah, nearly all LEAs would receive (relatively small) increases. However, in 1980-81, school districts and county offices in California had received about $80 million from funded federal programs now included in ECIA. This figure dropped to about $47 million in 1981-82, but the total LEA share of Chapter 2 funds was expected to be less than $34 million in 1982-83, which represents a more than 25 percent cut from the previous year and much less than half of what they had received two years previously. Moreover, the 1,099 agencies (school districts and county offices) had not participated equally in the benefits of these categorical programs. The Los Angeles Unified School District (LAUSD) was faced with a possible loss of $7 to $9 million in various Chapter 2 programs. LAUSD and 28 other districts were confronting a total loss of nearly $18 million due solely to the loss of ESAA (school desegregation assistance funds). Thus, the LEA allocation problem was quantitatively and qualitatively different in California. In Nevada and Utah, the issue was how to allocate funds equitably; in most cases, the Chapter 2 funding represents only a very small addition to each LEA's budget. In both states, it was actually possible for SEA staff to meet in one room with representatives of all LEAs to discuss possible allocation formulas and to receive individual comments from each LEA. In California, the decision was far more difficult to make. Eleven hundred local agencies had a stake, and a few of them could lose millions of dollars.

In Nevada and Utah, the LEA allocation formula that was recommended and approved was the result of minor modifications in each state's general school funding formula. Because these formulas had been worked out over years of legislative negotiation, they were generally accepted by LEA representatives and others as a reasonable compromise. However, the situation in California was far more complex. California State Department of Education (CSDE) staff made a major effort to develop a database showing the amount of federal funds that every California district and county office had received in 1981-82 for all programs included in Chapter 2. This was an enormous task. Apparently, no one office in the U.S. Department of Education Education or in the CSDE had all the information. This 1981-82 funding information was used as the basis for developing and comparing several different allocation formulas. Differences in impact were considered especially important, since CSDE staff read the equity portions of the law as meaning "equal negative impact." Computer runs demonstrating the impact on each of California's 1,099 districts and county offices were provided to state advisory committee members.*

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* An analysis of 1981-82 funding showed that 18 of the 28 programs included in Chapter 2 were actually funded in that year. Of the 18, one is a formula entitlement program (ESEA IV-B), and the rest are application programs. The three largest programs--ESAA, ESEA IV-B, and ESEA IV-C--accounted for 85 percent of the federal funds allocated. ESAA, which accounted for 35 percent of the funding, served only 29 districts. In 1981-82, Los Angeles Unified School District received $10,493,746 for programs included in Chapter 2, and the four largest recipients (Los Angeles Unified, San Diego City Unified, San Francisco Unified, and Stockton City Unified) together received more than $17 million. At the other extreme, Amador County received $86. More than 57 percent of all California districts and county offices received less than $5,000. On a per-pupil basis, more than half of the districts and counties in the state were allocated less than $6, while 97 received more than $15.

Rejecting formulas based entirely on 1981-82 federal allocations or on enrollments, CSDE proposed a formula to the advisory committee that: (1) partially funded the 29 LEAs that had been receiving ESAA grants for the next several years, (2) weighted public and private enrollments for low-income (AFDC) and limited-English-proficient (LEP) counts, and (3) guaranteed all districts a minimum entitlement level to ensure that small districts would participate in the benefits of ECIA. Assuming that the California legislature and the U.S. Department of Education will approve California's LEA formula for ECIA Chapter 2, the impact on LEAs in 1982-83 will be as follows:

- 13 percent of the districts will lose more than one third of the funds that they received in the previous year.
- 10 percent of the districts will lose less than one third of the funds that they received in the previous year.
- 43 percent of the districts will receive increases exceeding the minimum allocation of $2,500.
- 34 percent of the districts will receive only the minimum allocation of $2,500.

Among the districts that stand to lose funds in the 1982-83 school year, one eighth stand to lose even higher percentages in the following two years as a result of the ESAA phaseout. Four major ESAA recipients will be particularly hard hit: Los Angeles Unified, San Diego City Unified, San Francisco Unified, and Stockton City Unified. For these four LEAs, the losses next year resulting from ECIA Chapter 2 will exceed $4.8 million, a sum that is five times larger than the combined gains of all the California LEAs that receive only the minimum $2,500. Even if there are no further federal cuts, by 1984-85, these four LEAs may sustain a loss from 1981-82 that exceeds $9 million. Over the next three-year period, 29 California LEAs stand to lose $17.8 million due solely to consolidation of ESAA. Without the ESAA phaseout provision in the LEA allocation formula, this loss would have had to be sustained in just one year.* All 29 LEAs serve high concentrations of minority students. The

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* The proposed LEA allocation formula reduces the 1981-82 ESAA funds received by LEAs to 65 percent in 1982-83 and to 35 percent in 1983-84, and it eliminates them entirely in 1984-85. California's hold-harmless provisions for ESAA districts and for county offices should come as no surprise to students of California education politics. See Michael Kirst's discussion of the "cold turkey principle"--funds cannot be withdrawn or increased all at once--which was found to apply to every federal program in California in the late 1960's. (M. W. Kirst, "The Politics of Federal Aid to Education." In Berke, J.S., Kirst, M.W., and others, 1972.)

staff and students in these LEAs are perhaps the most obvious losers as a result of federal consolidation. However, a much broader set of LEAs serving above-average concentrations of students from low-income homes and concentrations of students with limited or no English proficiency will gain ECIA Chapter 2 funds next year. And, assuming level funding for ECIA Chapter 2 in the two following years, these high-concentration districts will continue to gain.* However, these same high-concentration LEAs tend also to be major recipients of state and federal compensatory education funds. They fear that the ECIA Chapter 2 gains that they may make in 1983-84 (amounting to as much as $21.50 per pupil when a student is counted as both LEP and AFDC) will be offset many times over if the planned federal cuts in funding for ECIA Chapter 1 (compensatory education) are indeed made.

To summarize, ECIA Chapter 2 provides small amounts of federal funds to LEAs (averaging approximately $10 per pupil in Nevada, $7 per pupil in Utah, and $8 per pupil in California). In Utah and Nevada, these amounts represent small increases over the funds received in 1981 and 1982. In California, however, the loss is far more substantial (from approximately $80 million received by school districts in 1981, to $47 million in 1982, to $34 million in 1983). In all three states, the 1983 ECIA Chapter 2 funds will represent less than 1 percent of all the funds spent on education in that state. The net effect of LEA allocation formula decisions in all three states is to provide sums that represent small increases in their budget for most LEAs. Most of Nevada's and Utah's LEAs will receive increases, and more than three fourths of California's LEAs will see increases (although many will be at or only slightly above the guaranteed minimum level of $2,500 per LEA). The major losers are all three state education agencies, 16 entrepreneurial county offices in California that stand to lose nearly $4 million (much of this representing ESEA Title IV-C funds), and 29 LEAs receiving ESAA funds that stand to lose more than $19 million. In addition to these 29 ESAA districts, more than 200 other California districts will be losers, and roughly two out of three of the losing districts will encounter losses exceeding one third of their 1981-82 funding. Seven LEAs in Utah and two LEAs in Nevada will lose funds.

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* The California LEA allocation formula double weights student enrollment when the district AFDC count exceeds the state average. It also double weights the LEP counts when the district concentration exceeds the state average. Thus, in districts with higher-than-state-average concentrations for both AFDC and LEP, some students may be counted as many as five times in computing the allocation. While this weighted enrollment formula accounts for approximately one half of the local allocation in 1982-83 (due to the phaseout), it will account for 100 percent of the allocation two years later.

Compensatory Education ECIA Chapter 1

The language of Chapter 1, the portion of the Education Consolidation and Improvement Act concerned with compensatory education, states that federal assistance to meet the "special needs of educationally deprived children" shall continue but that this assistance shall be provided in a manner that will "eliminate burdensome, unnecessary, and unproductive paperwork and free the schools of unnecessary Federal supervision, direction, and control." When this legislation was implemented, two issues surfaced.

The first involved the allocation of funds. The Secretary of Education ruled that 1970 census data would be used to determine the amount of funds awarded to individual districts. For some districts, this meant an increase in federal assistance; for others, it meant a loss. California, Nevada, and Utah joined eight other states and Puerto Rico in a lawsuit aimed at requiring the use of 1980 census data to determine the allocation of the $2.9 billion made available by Chapter 1. In all these states local districts were preparing plans to accommodate the anticipated loss of funds. In September, however, the U.S. Congress took action that eliminated the need both for the lawsuit and for the contingency plans.

When Congress passed a supplemental appropriations bill (and later voted to override a presidential veto of that bill), it allocated approximately $150 million to compensate for losses that would have been incurred if 1970 census data had been used. The effect of the legislation is that states (and local districts) will use the 1970 census data. However, if the use of 1980 data is more advantageous, a district will receive additional funds to cover the difference; if 1970 data result in a greater allocation, districts are not required to receive a lower allocation. Thus, no district experienced a reduction in compensatory education funds for the 1982-83 school year. This action relieved districts in the Far West Laboratory region of a major financial concern, at least for the current school year. However, there is considerable apprehension that the future will bring a reduction in federal assistance in compensatory education programs.

The second issue resulted from the fact that regulations for implementation of Chapter 1 are still not final. In California, this became especially important because California Department of Education (CSDE) staff did not know whether they would continue to enjoy flexibility in implementing schoolwide projects and in designating schools and students to receive services. Ten of the ESEA Title I provisions that explicitly permitted greater flexibility were not included in ECIA Chapter 1. However, after learning that the minority counsel of the House Education and Labor Committee publicly stated that Congress intended the flexibility provisions to continue, CDSE staff decided to continue to operate as if the flexibility provisions were still in force. Even so, the absence of final regulations has meant that states and local districts must operate under uncertain conditions. When this uncertainty about regulations is combined with the widespread belief that federal financial support will be reduced in the future, it is understandable why districts are concerned.

In practice, ECIA Chapter 1 has meant that state departments of education have reduced the number of staff available to administer

Chapter 1 funds, have begun to reduce their monitoring activities, and have sought less expensive avenues for dissemination of Chapter 1 program information. The use of existing dissemination mechanisms, such as workshops, is one means of cutting dissemination costs. Because there is no requirement for systematic collection of evaluation data for Chapter 1 (as there was for Title I), states will spend fewer resources on this activity as well. In compliance with the federal intent to reduce reporting burdens, staff in all three SEAs worked with school district representatives to simplify the Chapter 1 application and reporting forms.

Special Education

The level of support for programs included under P.L. 94-142, the Education for All Handicapped Children Act, increased by approximately 3 percent during the last Congress. For two states in our region, this meant that immediate concerns over support for special education programs were minimal. However, California faces a severe fiscal problem that threatens future levels of funding for special education as well as for other educational programs supported by the state. Some 32 organizations joined to form the Special Education Alliance of California (SEAC) and to lobby for increased state support for special education programs. Lack of support for the state Master Plan for Special Education resulted in a financial crisis that was partly alleviated by legislation passed in summer 1981, that reduced requirements for services of classroom aides and program specialists. Additional relief was obtained in July 1982, when an additional $35 million in state funds were allocated for special education. The 1982 legislation reduced state special education requirements even more. Nevertheless, there is a shortage of money; the effects of this shortage will be felt especially in staff development activities for special education personnel. The Special Education Resource Network in California has experienced serious cutbacks in providing personnel development services on a regional and statewide level.

In Nevada, the state already offers some assistance which is based on the number of certified special education units that have been allocated to the district ($19,500 per special education teacher). Levels of federal and state funds for the current year pose no major problems. However, if there were a loss of federal funds in the next year or two, the level and quality of special education programs offered in most districts would undoubtedly be affected, since it seems unlikely that the state will have the resources to compensate for the loss.

Utah is in a somewhat similar position, watching future federal funding for special education with great concern since these federal funds support not only state and local special education programs but also the Utah Learning Resource Center, staff in the four regional centers, and several interorganizational arrangements (e.g., the Special Education CSPD Council, the Special Education Consortium).

School-Based Improvement Programs

All three state departments of education have supported a number of programs involving provision of information, technical assistance,

staff development support, and other kinds of initiatives designed to improve the quality of various local education programs and practices. In this section, however, we are concerned with state-financed programs that provide support for general organizational, curricular, or instructional changes at the school building level. In California, the California School Improvement Program (CSIP) stands out clearly as the major statewide effort. In Utah, the closest analogue to CSIP are the two School Productivity projects. We did not find a comparable state-level school improvement program in Nevada.

The California School Improvement Program (CSIP) is perhaps one of the oldest and certainly the largest state-supported school-based school improvement program in the nation. Begun in 1972 as a result of the Early Childhood Education Act, the program was expanded by legislative action in 1977 (AB 65) from K-3 to K-12. Although CSIP is voluntary, it has grown until it now encompasses half of the schools and three fourths of the school districts in the state. Based on a succession of state school improvement efforts, CSIP is founded on four premises: (1) local ownership by constituencies (e.g., teachers, administrators, parents) at the school building level is necessary if improvement programs are to succeed; (2) a specific planning effort is needed to get people ready to act and to keep their efforts focused once implementation has begun; (3) administrators in the district office and at the school site must be included, but school-related decisions should be made cooperatively by school staff, parents, and students, and (4) the state department's responsibility is to encourage, support, and recognize success in locally directed school improvement efforts following CSIP process guidelines, but not to direct specifics of curriculum content or instructional method. Thus, although CSIP is quite prescriptive about advisory structures and about planning and implementation processes, it leaves selection of the content and emphasis of programs almost entirely up to school building and districtlevel decision makers. The program actively encourages and supports a review and evaluation process that involves peers and that places heavier emphasis on formative than on summative information.

Because the program provides modest levels of support to participating schools, it has faced repeated challenges in the state legislature as a possibly nonessential "categorical" program. This past year, CSIP survived despite severe financial pressures that made it impossible for the state legislature to provide any general cost-of-operating increase for schools. However, the funding for schools that already participate in the program must be reduced so that additional schools can join the program. Because CSIP represents a concerted long-term effort by the State Superintendent of Instruction, the State Board of Education, and the state legislature to support fundamental grass-roots reform in schools throughout the state, it has received the solid commitment of a great many sponsors and participants. However, given the decline in state tax revenues and an uncertain state economy for the next year or two, a new State Superintendent of Schools, who may not care to support one of the major programs of his immediate predecessor, and continued legislative questioning of the need for categorical programs, given the need for general assistance, the future of CSIP is indeed uncertain.

Although very much smaller in scale and highly experimental, Utah's two School Productivity projects represent a bold, direct assault on the status quo with respect to school organization and costs. Two years ago, confronted by school enrollment projections that showed cumulative increases throughout the 1980's that would severely overload the state's school facilities and fiscal resources, the state legislature became concerned about ways of improving school effectiveness and productivity. It invited LEAs to submit proposals for organizing schools to make them significantly more productive. Two such proposals were funded. Both LEAs received planning grants from the legislature for the 1981-82 school year, and, assuming reasonable success, both will continue to obtain additional funds for implementation in subsequent years.

One of these projects is described in the School Improvement in Utah volume of this final report (See McKibbin, 1982, "Foothill School District"). Here, in capsule form, is what is happening. All staff at a junior high school pilot site were involved in the planning. District administrators referred all operational decisions to teachers, who, among other economies, decided to cut eight of thirty teaching positions, increase class size from 26 to 32, and teach seven classes a day. These steps save enough money to place all teachers on an eleven-month contract. In addition, staff salaries can also increase, as much as 50 percent in some cases. Finally, every teacher will receive a bonus if achievement increases schoolwide during the 1982-83 school year. The school staff planners reasoned that higher salaries would make it unnecessary for teachers to hold second jobs and that their teaching would improve as their financial security is strengthened. Further, higher salaries would help to attract and retain needed new talent. The staffing component of the productivity project is self-financing. Moreover, by reducing the number of staff and by increasing both class size and the number of periods taught per day, the school's student capacity has been increased by 24 percent.

The project went into operation in September 1982. Because no one at the pilot site was forced to participate and because everyone was involved from the beginning, the project appears to have some prospect for success. However, there are also those who feel threatened by the project. The local teachers' association has officially assumed a neutral stance, but its members are obviously concerned. As one administrator noted, "Everything is designed for the nine-month teacher. Now, the negotiated policy book is blown apart." Meanwhile, the legislature, the governor's office, educators, and taxpayers throughout Utah are watching both districts as they experiment with strategies for achieving real productivity. Success for either or both of Utah's productivity projects may provide educators with a new conception of school improvement attuned to the financial austerity that many schools may face in the 1980's.

CROSS-STATE ANALYSIS OF STAFF DEVELOPMENT EFFECTS*

In Task 2, we proposed to study the effects of grant consolidation and fiscal cutbacks on state, intermediate, and local education agency capacities and relationships in the staff development sector. We proposed to begin with investigations at the state level and to trace the impact of retrenchment, consolidation, and deregulation on inservice education activities through the intermediate level to the local school district and building levels. In this cross-state analysis, we will discuss staff development efforts that are supported by state-level efforts first, then local staff development efforts in all three states. The three states differ substantially in their policies and priorities for staff development efforts. It is not easy to summarize across states, but there are some common themes, especially at the local level.

State-Level Staff Development Efforts

In Nevada and Utah, there have been few broad-based, state-supported staff development efforts; the impact of decreasing tax revenues and reduced federal support on staff development programs is, therefore, not severe. Although the California state budget has already suffered reductions, and additional reductions are anticipated, the state commitment to financial support for staff development activities has been greatly increased and at the same time placed in a much more specific, focused effort. Why should California differ from Nevada and Utah? In part, the explanation rests on a recognition by decision makers (including, in this instance, the governor of California and his staff) that the state is experiencing a serious decline in the number of qualified teachers and teacher candidates in the areas of mathematics, science, and computer literacy. Although a similar deficiency is developing in Utah and Nevada, there has been as yet no state-level effort to address the problem.

The explanation for this is also contextual. The California State Department of Education has provided leadership in the staff development sector for several years. The department maintains an Office of Staff Development, which has been responsible for federally funded staff development efforts (Teacher Centers, Teacher Corps) as well as for state-funded staff development efforts (School Resource Centers, Professional Development and Program Improvement Centers). Utah and Nevada do not share this history of long-term state involvement and support for staff development activities. In California, the recognition of a state-wide concern occurred in the context of a statewide mechanism for meeting that concern. It is not surprising that a statewide effort, with state education agency leadership, should result.

In Utah, state-level staff development efforts have been supported through state-supported workshops and curriculum specialists who work with local districts. Specialists are expected to spend 70 percent of their time in the field. In Nevada, state-level efforts have centered on

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* The analysis in this section was prepared by William Hering.

State Board of Education requirements for recertification of all staff every five years. Financial support for recertification comes from district funds and (at their option) from teachers' own payment of tuition costs. Nevada has also provided curriculum specialists, as has California. In all three states, the level of activity on the part of these consultants will be reduced. Nevada, for example, has eliminated one of two basic skills consultant positions. The other two states also plan to reduce both the number of curriculum consultants and the amount of travel support for fieldwork.

In all three states, the majority of the SEA's portion of Chapter 2 money will not be devoted to specific staff development efforts. Nevada has no specific state-level staff development plans for this money. Utah will use some of the Chapter 2 money for consultant salaries in the areas of reading, mathematics, social studies, and gifted and talented. In California, $300,000 of the SEA portion of Chapter 2 money will be distributed among seven federal teacher centers as partial support for their efforts to seek continuing financial support from other sources. Also, any county office that received funds from one or more programs now consolidated in Chapter 2 will receive approximately two thirds of those funds in 1982-83 (less in the following year). Some other programs in California with staff development-related activities will also receive some support from the SEA's Chapter 2 share.

However, there will also be significant state financial support for staff development in California. Last year, the state committed a total of approximately $2.65 million for activities in three areas: local school staff development programs, 12 School Resource Centers, and 17 Professional Development and Program Improvement Centers. Next year, the California commitment to state-supported staff development activities will increase. However, the focus of this increased commitment will be restricted to mathematics, science, and technology instruction. The 29 existing centers received a total of approximately $1.7 million last year. This commitment will end in October, when these centers will consolidate their activities to become 15 Teacher Education and Computer (TEC) centers. The TEC program will receive a total of $4 million. In Nevada and Utah, there is no corresponding allocation of state dollars for staff development. However, the State Office in Utah has decided to combine state and federal carry-over funds and mineral lease monies with its Chapter 2 allocation to create a special fund to support implementation of State Board priorities. Because these state priorities have not yet been announced, it is difficult to determine how much staff development activity they will involve.

Local District Staff Development Efforts

We have noted that Nevada and Utah have not allocated significant amounts of state money for staff development activities and that they do not plan to commit the state portions of Chapter 2 money to specific staff development activities. In California, although the State Department of Education has made a significant contribution to staff development efforts, two thirds of the funding for those efforts now requires them to focus primarily on three specific areas of concern--mathematics,

science, and computer education. Broad-based staff development efforts will continue to be supported by the state because the 15 TEC centers will be able to engage in some activities that are not directly related to mathematics, science, or technology. Does this same trend obtain at the local level in the three states? The answer is both yes and no.

There are many ways to define and describe staff development. In this analysis, we distinguish generic staff development activities from specific staff development activites. Generic staff development activities, are efforts to develop a staff, in some general sense, by responding to almost all needs and concerns expressed both individually and collectively by staff members. In contrast, specific staff development activities include the teacher-training activities that accompany the adoption and implementation of new curricula and pedagogical approaches and that are intended to contribute to the success of these adoptions. A teachers' center is one example of a generic staff development activity. A workshop intended to prepare teachers for the use of microcomputers in mathematics instruction is one example of a specific staff development activity. This distinction is important for our analysis of local support for staff development.

There are a total of nine surviving federal teachers' centers in the region, seven in California and one each in Nevada and Utah. Only one teachers' center does not expect to continue. The Clark County, Nevada, Board of School Trustees intends to use part of the district's Chapter 2 funds to continue support for their center; Moab, Utah, will also maintain its teachers' center with local funds. (The teachers initiated this by suggesting that 1 percent of their pay increase be used to provide support for the center, but, as it turned out, the teachers did not have to make this monetary sacrifice.) Six of the seven centers in California will continue to be supported by local districts, probably with funds made available through Chapter 2. For example, one California district plans to allocate 70 percent of its Chapter 2 money to the teachers' center.

This development suggests that generic staff development centers, once successfully established, can attest to the advantages of staff development for a district and enjoy continuing support; where federal money has been used to establish a staff development effort continuing local support may result. However, we have learned of only two districts (Douglas County, Nevada, and Alpine School District, Utah) that intend to initiate generic staff development efforts with Chapter 2 money. Our initial projection that staff development activities will not benefit from Chapter 2 money in the face of decreasing revenues and increasing emphasis on basic skills seems verified, at least in so far as new generic staff development efforts, such as professional development centers, are concerned.

The absence of local support for generic staff development should not be interpreted as meaning that staff development is not valued. However, where staff development activity has not already been established and where it is not perceived as valuable, it may not be able to obtain local support. In contrast, specific staff development activities are supported when they are perceived as being helpful in the installation of a program that is valued. Although we do not yet know the dollar or percentage amounts

that local districts will spend for staff development, either from Chapter 2 money or from other sources, we do know that most districts in California do have some inservice education activities planned to accompany other programs. More than half of the districts in Utah have plans for using Chapter 2 money in part for inservice education to assist other programs. Finally, in the districts in Nevada where we conducted interviews, we have found examples of teacher-training activities that support programs in basic skills, computer-assisted instruction, and other areas. We do not not conclude that Chapter 2 money is not being used for staff development, but we do, tentatively, conclude that, where generic staff development has not been present in any significant way, it will probably not begin.

IMPLICATIONS FOR EDUCATIONAL R&D, DISSEMINATION, AND SCHOOL IMPROVEMENT

One of the keystone concepts of the Elementary and Secondary Education Act (ESEA) of 1965 and of many subsequent federal education programs was that external support for and stimulation of innovation could produce the new ideas and methods needed to improve educational practice. Beyond providing schools with supplementary fiscal resources, these federal programs often dealt, either directly or indirectly, with the need to build national, regional, state, and local capacity to produce, disseminate, and use new knowledge and technology to improve American education. Many of these federal initiatives employed "seed money", "change agent" or "capacity-building" strategies to stimulate and leverage organizational change and curricular innovations in state, intermediate, and local education agencies. Although some approaches included support for totally local innovation efforts, most school improvement strategies assumed that new knowledge and technology, whether created through "disciplined inquiry," via research and development, or by practitioners themselves in pursuit of their craft could and should be disseminated broadly so that useful new ideas and practices would be available to educators everywhere.

To assure better access and to increase use of documentary sources of knowledge not appearing in commercial books and instructional materials, the Educational Information Resources Center (ERIC) was created and then amplified, via the ERIC Clearinghouses network, the ERIC Users Group, and the State Capacity-Building Projects. The research and development (R&D) model was quickly expanded to an RDD&I model (research, development, dissemination, and implementation), which employed a variety of social and commercial marketing techniques. National and statewide mechanisms were created for identifying, validating, and disseminating promising practices that had been developed, evaluated, or both in local schools, e.g., Joint Dissemination Review Panel (JDRP) and Identification, Validation, and Dissemination (IVD). Created in 1974, the National Diffusion Network has matured to become a highly effective and efficient dissemination network. Analogous national and within-state dissemination and technical assistance networks have emerged in vocational education, special education, and other educational sectors.

However, as the intended scope of change moved beyond simple changes in the content and format of textbooks or instructional materials, it was learned that attractive, high-quality products or practices and efficient mass media dissemination mechanisms were rarely sufficient to bring about larger-scale changes in educational practice. At least four other ingredients were found to be essential: (1) an adequate inventory of products and implementation support materials, (2) competent human intermediaries, (3) some change support "risk" money, and (4) ready and able clients. Although conventional wisdom and some early studies of federally supported school improvement efforts argue that educational practitioners can learn neither from each other nor from educational R&D, several recent studies (e.g., A Study of Dissemination Efforts Supporting Schools, Linking R&D With Schools, A Synthesis of Findings Across Five Recent Studies of Educational Dissemination and Change) counter these views with findings of widespread use of R&D-based and validated

practitioner-developed products by schools where these four essential ingredients have been present. We shall review some of these results, since they are relevant to our discussion of the implications of consolidation and cutbacks for federal and state education programs.

The Emrick and Peterson (1978) synthesis of five recent studies of major educational dissemination programs* produced these key conclusions: (1) information alone is not likely to effect much "change-oriented" utilization, (2) the quality and the availability of materials play key roles in supporting and maintaining dissemination efforts, (3) interpersonal influences appear to be the prime determinants of utilization, (4) what is done and when it is done is not as important as who does it and how it is done. Interpersonal style, local commitment, training of both intermediaries and local staff, and time and resources to support a gradual, cumulative change process were four qualitative aspects that favored success.

The Linking R&D With Schools study (Louis and others, 1981) found that good R&D- or validated practitioner-developed products helped to create significant school-level effects on student achievement and organizational change. However, the fit between product and local site was even more important. Products developed outside schools can be implemented in classrooms with little or no adaptation if schools carefully define their local needs, if school staff follow a systematic process to identify a product that not only meets those needs but fits the local context, and, of course, if a product meeting these requirements is in the inventory. Because technical assistance and training were particularly important in producing school-level outcomes, competent human intermediaries did affect the degree of use and the quality of outcomes. External agents providing assistance to schools fell into two distinct categories: generalists, who provided sustained assistance in problem-solving activities,

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* The five studies included in this synthesis were:

Sieber, S.D., Louis, K. , and Metzger, L. The Use of Educational Knowledge: Evaluation of the Pilot State Dissemination Program (two volumes). New York: Bureau of Applied Social Research, Columbia University, 1972.

Berman, P., McLaughlin, M.W., and others. Federal Programs Supporting Educational Change (eight volumes). Santa Monica, CA: Rand Corporation, 1975 (volumes 1-5), 1977 (volumes 6-8).

Emrick, J.A., with Peterson, S.M., and Agarwala-Rogers, R. Evaluation of the National Diffusion Network (two volumes). Menlo Park, CA: Stanford Research Institute, 1977.

Moore, D.R., and others. Assistance Strategies of Six Groups That Facilitate Educational Change at the School/Community Level (three volumes). Chicago, IL: Center for New Schools, 1977.

Stearns, M.S., and Norwood, C.R. Evaluation of the Field Test of Project Information Packages (two volumes). Menlo Park, CA: Stanford Research Institute, 1977.

and specialists, who provided substantive assistance in implementing new practices. Money was also important. Although there was no relationship between the total cost of school improvement activities at a site and the site's success in a school improvement effort, some "risk" money was important. Money was a motivator. It helped to get things going. It was particularly important to provide for released time so that staff could be involved in the process of selecting a solution and in planning for implementation. These investments go far in helping to create a ready and able user organization. Although total amount of money showed no relation to degree of success, the study did note a significant relation between success and the percentage of total costs borne by local resources. Local financial, organizational, and personal commitment all helped to foster successful implementation.

The Dissemination Efforts Supporting School Improvement (DESSI) study (Crandall and others, 1982) is particularly remarkable for its finding that the scope of change being attempted is related both to the success that can be expected and to the kind of assistance that is appropriate. One of the DESSI conclusions is that, if the new practice is not very different from the current practice, the only thing that a disseminator can do is to give teachers information about the new practice and then leave them alone. Beyond this, there is no discernable way to enhance the outcome, and the presence of an outsider rapidly becomes negative. However, in schools where use of the new practice represents a major change from existing practice, two fairly independent processes seem to be at work. One, operating at the level of the individual teacher, results in change in classroom practice. The other, operating at the school level, results in organizational change and institutionalization of new classroom practice. Successful school improvement efforts involve a constellation of key actors: teachers, principals, central office staff, and external agents, each playing a critical, complementary role.

The DESSI study also found that the transfer of new practice is far more an interpersonal than a strictly informational enterprise. Because the DESSI study investigated contrasting dissemination strategies, ranging from much face-to-face interaction to none at all, these findings strongly corroborate the conclusions of Emrick and Peterson (1978) about interpersonal influence. Crandall (1982) asserts, "If you don't have face-to-face disseminators, you're not going to get any implementation. If you want to increase the likelihood that change will occur as the result of school improvement efforts, you have to involve individuals. The people affected by instructional change efforts are being asked to learn fairly complex clusters of skills. These people need a person whose function in part is guiding them through that experience. We saw that happening."

Now, some of the support for the arrangements and processes that built and maintained the national educational knowledge production, dissemination, and utilization process has been eroded by consolidation and cutbacks. The essential ingredients of inventory, intermediaries, fiscal resources, and ready and able clients are all being affected. Some of the effects are fairly direct and obvious. Others are indirect, subtle, and slowly cumulative. Some are positive, and others are negative. We shall examine the negative factors first.

Negative Factors

Loss of federally funded dissemination and school improvement projects. Nearly all 28 programs included in ECIA Chapter 2 were application programs that involved varying degrees of competition among eligible agencies within various program categories. Most of these categorical programs represented specialized dissemination and school improvement thrusts. However, in terms of total dollars distributed in 1981-82 for programs now now included in ECIA Chapter 2 to educational agencies in the three states in the Far West Laboratory region (California, Nevada, Utah), well over three fourths of the funds (more than $48 million) were received for just three programs: the Emergency School Assistance Act (ESAA), an application program to assist in the process of eliminating, reducing, or preventing minority group isolation; ESEA Title IV-B, a formula entitlement program enabling school districts to acquire library and instructional resources and to support pupil testing, counseling, and guidance programs; and ESEA Title IV-C, an application program to assist local education agencies in improving their educational practices through development and demonstration programs. Because ESEA IV-B was a formula program in which virtually all LEAs and SEAs participated, neither LEAs nor SEAs need incur losses if they choose to allocate some of their ECIA Chapter 2 entitlement to acquire library and instructional resources and to support testing, counseling, and guidance programs. However, real and sometimes immense program funding losses will be encountered by many recipients of ESAA and ESEA IV-C grants.* Although funding for other categorical programs consolidated in ECIA Chapter 2 (e.g., Teacher Centers, Teacher Corps, Career Education) represented only relatively small percentages of the total federal funds consolidated by Chapter 2, these funds tended to be concentrated in projects of at least modest size. Allocation of local education agency ECIA Chapter 2 funds on a per-pupil formula basis significantly reduces the potential for concentration of funds. The net effect of the ECIA Chapter 2 allocations has thus been to eliminate totally or to reduce seriously the capacity of many local and intermediate education agencies (including county offices, colleges of education, and nonprofit service agencies) to provide targeted, categorical school improvement services. Although some local, intermediate, and state education agencies will use Chapter 2 and other funds to try to preserve some of these past activities, virtually none will be able to maintain the previous scope or level of activity.

Cutbacks in other federally funded programs. Although the losses due to ECIA Chapter 2 are remarkable because they supported many highly visible dissemination and technical assistance efforts, the sums of

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* In 1981-82, the Los Angeles Unified School District received more than $8 million for these two programs, San Diego City Unified received more than $3 million, and Stockton City Unified more than $1 million. The California State Department of Education received $1.24 million. Private nonprofit agencies in the FWL region received $1 million. Eight California county offices of education each received more than $100,000 for ESEA IV-C. Together, these eight county offices received more than $2.8 million in ESEA IV-C funds to improve the educational practices of schools in their counties.

resources actually involved are quite small when considered either in terms of total funding for public elementary and secondary education in the three-state region (much less than 1 %) or total federal aid (less than 4 %). The fact is that past, current, and projected cuts in other federal education programs (e.g., compensatory education, vocational education, impact aid, bilingual education) may impair dissemination and school improvement activities far more seriously. To put this effect into perspective, we note that the cuts in federal funding for compensatory education (ECIA Chapter 1), impact aid, vocational education, and bilingual education between 1981 and 1982 were larger than the funds appropriated in 1982 for all programs consolidated in ECIA Chapter 2. Although most of the the funds that were cut went for direct student services, their loss has put additional stress on the budgets and ongoing programs of state, intermediate, and local education agencies; in some cases, they have forced programs to be terminated and staff to be laid off. Dissemination and technical assistance services in compensatory, vocational, bilingual, and other categorical education programs have been or will be reduced.

Shortfalls in support for education and social science R&D. Although we tend to retain the shorthand "R&D," many education and some social science programs not only support research and development but also evaluation, dissemination, and practice improvement demonstration activities. Hence, shortfalls in federal and state support for R&D not only affect the quantity and quality of the educational practice improvement "inventory" but the capacity of the R&D community to disseminate information within its own community and to various educational practitioner intermediaries. When viewed in terms of deflated dollars, federal funding for education and social science R&D, after an abrupt rise in the mid sixties, has been slowly eroding for more than a decade. However, this real loss has been masked by inflation. On the positive side, the Administration's FY 1983 budget funds education research and development programs at about the same level as in 1982. When compared to proposed cuts in other Department of Education programs (approximately -24 % from FY 82 and -33 % from the FY 81 budget proposed by the Carter Administration) education research has fared much better than most other federal education programs. Viewed from this perspective, the U.S. Department of Education has indeed made a major commitment to support of R&D. However, the current level of funding for education research and research-related RDD&E programs in the Department of Education (approximately $290 million, excluding ECIA Chapter 2 funds) represents a loss of more than $50 million from the final FY 81 level and a drop of nearly $140 million from the original FY 81 budget (Florio, 1982).

Because education R&D draws on many social and behavioral sciences, the cuts or inflation cost shortfalls in education-related research programs in other federal agencies (e.g., social and behavioral research and science education R&D in the National Science Foundation; mental health and child health research in the U.S. Department of Health and Human Services) may also have longer-term impacts on the availability of new knowledge to education. Here, the picture is mixed. For example, the National Science Foundation (NSF) is proposing $30 million for social and behavioral research in FY 83. This is $700,000 above the FY 82 level but significantly below the FY 80 level of nearly $45 million. The NSF

science education R&D program has been nearly eliminated. Mental health and child health research may see small increases in FY 83 that will perhaps be sufficient to offset cost rises. However, the National Foundation for the Arts and Humanities may see cuts in FY 83 that exceed one fourth of its FY 82 funding and one third of its FY 81 funding. These are total federal funding figures. Their impact on institutions that perform educational and social R&D in the three states in the FWL service region is unknown, but it may affect approximately 280 R&D organizations and organizational units in these three states.*

Shortfalls in state and local funding. Although cuts in federal funding for research and for categorical programs may create some of the more highly visible losses in school improvement capacity, due to the elimination of or marked reduction in many specialized R&D, dissemination, technical assistance, and staff development services, it is the long-term shortfalls in state and local funding that are progressively eroding the state, intermediate, and local education agency bases to support school improvement activities. Over the past several years, state, intermediate, and most local education agencies have confronted shortfalls, that is, their funding has been inadequate to meet the rising costs of existing programs and services. The result has been cuts in programs; administrative, teaching, professional, support, and custodial staff; travel funds; and funds for supplies, materials, buildings, and maintenance. Since the passage of Proposition 13 in June 1978, the state of California has assumed 68 percent of the cost of funding public K-12 education in the state.** Now, with the state budget surplus exhausted and with tax revenues reduced by the recessionary economy, the California legislature has been unable to provide even a 1 percent cost of living increase for

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* Lehming (1982) lists 2,418 organizations and organizational units in the United States that were identified through a "census" survey in the late seventies as performing research and research-related activities pertinent to education. The list includes 242 R&D organizations or subunits in California, 5 in Nevada, and 33 in Utah, for a total of 280 (11.6% of all the research organizations in the U.S.). Approximately half (45%) of these R&D units are postsecondary education units; the remainder is divided between state (2%), intermediate (9%), and local (28%) education agencies and private for-profit and nonprofit organizations (17%). When these figures are compared with the percentages for the rest of the nation, the states in this region have a much higher percentage of research organizations in local, intermediate, and state education agencies (39%) than states elsewhere (27%). Much of this difference is attributable to the fact that RDD&E functions are reported by nearly half of California's 58 county offices.

** The dependence of some school districts on state funding is even higher. For example, San Francisco Unified now receives 82 percent of its funds from the state.

the FY 83 school budget. Although the voluntary California School Improvement Program (CSIP), which now involves over three fourths of the state's more than 1,000 school districts and more than half of all the public schools in the state, has survived, the funding for schools that already participate must be reduced so that additional schools can join the program. Adjustments have also been required in many other state-supported categorical programs. For instance, it is now apparent that the funds necessary to fully operationalize the state-spanning support network of regional centers and school cooperatives envisioned in the California Master Plan for Special Education may not be available. Although the shortfalls in public elementary and secondary education funding have not been as severe in Nevada or Utah, state and local education agencies in both states have been forced to leave job vacancies unfilled and to identify other ways of saving money in order to make up both for lost federal funds and for increases in costs brought about by inflation. Generally, the effect of state and local shortfalls has been to place priorities on direct instructional services and on the most essential support services. Research, planning, staff development, technical assistance, information services, and even public information services have been affected because such activities do not immediately and directly affect classroom teaching. Many county offices of education in California are facing severe cutbacks in professional staff, and the professional instructional support staff in the central offices of many local education agencies is suffering.*

Beyond the more obvious types of retrenchment, less obvious types may affect dissemination and school improvement even more profoundly. Consider the following:

- A large number of school librarian positions have been eliminated. Many elementary school libraries are now without staff.
- In many districts, almost all the elementary school counselor and vice-principal positions have been eliminated. High schools have fared only slightly better.
- There have been severe reductions in teacher aide and paraprofessional positions. These were the earliest and most frequent victims of cutbacks in compensatory education funding.
- Elimination of vice-principal, guidance counselor, and other support positions has placed many additional duties on elementary and secondary school principals.
- Elimination of many central office support staff positions has placed many additional duties on remaining central office administrators.

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* Since passage of Proposition 13, the San Francisco Unified School District has fired 1,400 teachers and slashed central office administrative staff by 40 percent. Now, failure of the state legislature to provide an expected 6 percent cost-of-living adjustment in its education budget may force removal of even more central office administrators to balance the district's budget.

- Severe cuts in budget and staff in intermediate units, coupled with loss of many federally funded technical assistance projects, have significantly reduced the quantity, if not also the quality, of the free external assistance provided by these agencies. In an attempt to maintain such functions, staff in county offices, postsecondary institutions, and nonprofit agencies have begun to market services for fees.

- At the same time, extremely tight local education agency budgets make it difficult for LEAs to purchase external assistance.

These circumstances mean that there are fewer persons, fewer dollars, and less time to devote to school improvement activities. Because most educational professionals want to improve themselves and their educational practices, the loss of time (that results from the daily press of other duties) may be the most serious. Practitioners throughout the region tell us that they have less time to attend professional meetings and workshops, read journals and books, visit other schools--in general, to keep current and to get new ideas; to plan, organize, try out new ideas, and develop and test new materials; and to work with colleagues or clients on needs assessment, problem definition, solution search and selection, implementation of new practices, staff development, or practice evaluation. In short, the combined impact of federal cuts and state and local budget shortfalls has been to reduce severely the organizational slack (money, people, time) that is needed for an organization to undertake significant change.

However, an even more profound set of organizational and environmental effects is causing a major shift in the attitudes and orientation of many educators. The protracted years of enrollment decline, the loss of public support for education and of public respect for teaching as a profession, coupled with increasingly severe budget problems, reductions-in-force, reductions in opportunities for promotion and advancement, and work overload, have taken their toll in significantly lowered morale and esprit, job burnout, and lost self-esteem. As education agencies have been forced to shift their priorities in order to maintain core services, organizational disincentives against undertaking any form of innovative activity that is not time- or money-saving have sometimes developed. Unfortunately, most educational administrators and teachers have not been prepared, either by preservice or inservice training, to manage decline and retrenchment, so they are poorly equipped to deal creatively with time- and money-saving challenges. And, when these teachers and administrators turn to the larger knowledge base (whether it be ERIC, NDN, a library, a college of education course, or a state education agency consultant), they find relatively few practice-relevant solutions that at the same time deal effectively with school improvement "basics," cut costs substantially or result in significant savings of labor or time, and represent a practical, low-risk alternative that is both legal and acceptable to all key stakeholder groups.

Thus, the bottom line on the negative factors is that these are tough times for most educational practitioners. Few have the money, time, motivation, or incentives to engage in innovation for its own sake. Certainly this is one reason for our shift in jargon from "innovation"

to "school improvement" or "improving schools." However, as Lehming and Kane (1981, p. 10) have noted:

> The phrase "improving schools" . . . refers to an intention or effort to alter schools or schooling toward some state that is perceived as "better." That, of course, is the motivation behind research related to education. However, analytically the phrase is fraught with problems. The referent may be a policy, a concrete project, or a specific product or technology. One group's improvement may be seen, in the extreme case, as another's detriment: The term is imbued with valuation. Then again, specific change policies may deal with efforts that are not viewed as improvements by anyone--dealing with the consequences of declining resources, for example (Walker and Chaiken, 1981). Finally, there is the matter of motivation: A change policy may be initiated for reasons that have little in common with the stated improvement aim (Berman and McLaughlin, 1979; Herriott and Gross, 1979; Pauly, 1978).

In the current climate, for many educators the words "school improvement" may simply mean either providing a significantly better education for K-12 students at no real increase in cost or providing some "satisficing" level of education at much reduced real cost. Neither our knowledge inventory nor the skills of our human intermediaries are especially well qualified to confront either of these conceptions of school improvement. Too much of our attention has been directed to "add-ons," "pull-outs," and special categorical projects that have too often assumed an abundance of external (federal and state) resources and a reasonable amount of local slack resources (money, motivation, time, and organizational incentives).

These negative factors point to four likely trends:

1. Less federal and state support for educational and education-related research and development; smaller and more isolated R&D projects that will be more directed to high-priority area applications but that will frequently lack the critical mass of time and talent needed to develop and maintain an output that can be directly and effectively coupled to school needs and school contexts.

2. Markedly fewer identifiable school improvement projects, primarily due to cuts in federal funds and to shortfalls in state and local funds.

3. A slow but continued erosion of institutional and organizational capacity to produce, disseminate, and use new knowledge to improve schools except in limited, high-priority areas. This capacity will be reduced due to significant reductions at federal, state, intermediate, and local levels in six resources: money, specialized staff, time, motivation, energy, and organizational and professional incentives.

4. A shift in educational agency priorities that will emphasize provision of core services and maintenance of the traditional, long-established, and institutionalized agency functions. Successful innovations in operating schools are most likely to represent some combination of three essential ingredients: They solve critical educational problems, they are low-cost or cost-saving, and they are low-risk (politically, organizationally, and professionally).

Positive Factors

Although the preceding analysis portrays the general nature and scope of some major negative factors affecting educational research, dissemination, and school improvement efforts, the implication is overly grim. There is also a positive side.

Improvements in quality and efficiency. Although most of the educational agencies that we have contacted have been significantly affected by cutbacks and shortfalls, which have forced them to retrench in various ways, many of these same agencies believe that the quality and efficiency of their remaining programs and services have improved. The budget crises have forced stocktaking and re-examination of missions and priorities. Some low-priority programs and discretionary services have been abandoned; in some cases, reorganization and restructuring have followed. State and intermediate agencies in particular have given some attention to checking external expectations in order to gain greater support from governing bodies, clients, and other stakeholders.

Because of their very heavy dependence on federal funding for the administration of federal programs and for the improvement of SEA operations, the state education agencies in all three states have been profoundly affected by consolidation, cutbacks, and deregulation. Each SEA has behaved in a different way that is consistent with the department's historical view of its role and with the degree of support and interest that it receives from the legislature, the governor, and organized education interest groups. However, despite many differences, all three departments have made three common responses: They have made an effort to retain the experienced professional staff built up over the past two decades; they have conducted relatively major reviews of budgets, programs, and services in order to establish priorities and make plans that provide alternatives to simple across-the-board cuts; and they have made substantial efforts to maintain services that LEAs say they most want and need.

The 62 intermediate units (58 county offices in California and 4 regional centers in Utah) represent much greater diversity in their degree of dependence on federal funding. However, the combined impact of federal cuts and state and local shortfalls has posed major threats and problems to nearly all these agencies. Some have already been forced to make deep reductions in programs and staff; many others are anticipating painful cuts. But, like the SEAs, most of these intermediate units have responded with efforts to retain key professional staff, to undertake comprehensive reviews of budgets and programs, and to maintain essential

and most-wanted services to LEAs. In some cases, these efforts have involved extensive surveys of or meetings with LEA superintendents and staffs to determine, on a program-by-program basis, the nature of LEA needs for services. The results of these surveys of LEA needs have sometimes been very painful, especially to professionals who worked long and hard in particular specialties that received low priorities; however, some senior intermediate unit administrators believe that their agencies will be "smaller but stronger" as a result.

Retention of truly useful projects. Although some dissemination and technical assistance projects have been closed down due to lack of funding, many other important projects have survived. While the California state legislature is still faced with grave fiscal problems, it shows no sign of following the federal lead in reducing its commitments to its own categorical education programs. Support for school improvement in the state is still an important priority. Here are two examples: The California School Improvement Program, which is perhaps the largest voluntary, school-based reform program in the world in terms of the number of schools involved, is not only still operating but is expanding the number of participating schools, albeit on a level budget. California's network of seventeen Professional Development and Program Improvement Centers will be incorporated into a new program and receive a new infusion of state funds along with added responsibilities for retraining teachers in mathematics, science, technology, and other subject areas as part of the state's new Investment in People program.

Among the significant school improvement resources to be found in this three-state region are the nine federally funded teachers' centers, which have been faced with extinction as a result of ECIA Chapter 2. One truly positive piece of news is that perhaps eight of these nine teachers' centers will continue operating on some basis. In one Utah school district, the teachers' center was so valued by staff that district teachers voted to ask the school board to allocate a portion of their negotiated cost-of-living adjustment (COLA) to keep the center in operation. The school board was so impressed with this sign of teacher support that it funded the center without reducing the teachers' COLA. In California, some of the SEA's ECIA Chapter 2 set-aside funds were allocated to provide transition assistance to teachers' centers.

Initiation of new school improvement projects. Despite retrenchment and cutbacks, new state-sponsored school improvement projects have emerged. Perhaps the two most remarkable are the Investment in People program in California and the School Productivity projects in Utah.

Funded at nearly $10 million in 1982-83, the Investment in People program will establish a comprehensive staff development network across California. The proposed network includes 15 regional centers, funds that local schools can use for their staff development needs, and a pilot program for retraining teachers. The centers will focus especially, but not exclusively, on providing training in mathematics, science, and computer use and will incorporate services previously provided by state and federal resource centers and the state's Professional Development and Program Improvement Centers. Design and implementation of the regional

centers and their programs explicitly includes participation by all levels of educational agencies in the state.

Although much more modest in scale, Utah's School Productivity projects represent a bold effort to find alternative ways of serving the rapidly increasing student population in Utah more efficiently and more effectively. There are two such special projects in the state now, one at Weber and the other in Washington School District. Both LEAs received planning grants from the legislature for the 1981-82 school year, and both will obtain additional funds for program implementation next year. The legislature, the governor's office, and educators and taxpayers throughout Utah are watching these two districts as they experiment with strategies for serving more students without constructing new buildings or hiring additional staff.

In addition to the two School Productivity projects, Utah initiated four other new projects, funded with mineral lease monies, this past year: (1) SEA staff will assist school districts to develop community involvement strategies for districtwide educational planning. (2) An Educational Planning Institute will help district staff and community members in planning techniques and processes. (3) A Microcomputer and Information Technology unit is being established to provide guidance to the SEA and to LEAs. (4) Eleven SEA staff are being trained to work with LEA boards and administrators to develop policies and programs that address issues of teacher morale, motivation, and burnout; community attitudes toward the teaching profession; and methods of providing intrinsic and extrinsic rewards for school staff.

Nevada's tradition of strong local control has precluded initiation of significant state-level school improvement efforts (except if we include the Nevada minimal competency testing program), but new projects will be supported at the local level. For example, the Washoe County School District has allocated a substantial portion of its ECIA Chapter 2 grant to support competitively funded miniprojects proposed by local schools in the district.

New cooperative efforts. Local education agencies in all three states are establishing consortia, cooperatives, networks, and other interorganizational arrangements to share resources, information, and technical expertise. A recent survey of 13 San Francisco Bay Area counties (Cates, Hood, McKibbin, 1981) identified 103 interorganizational arrangements. All 231 Bay Area school districts were engaged in at least one arrangement, and 90 percent of the districts were involved in two or more. McKibbin (1981) describes a Northern California consortium in which a county office, a state university, and more than 20 school districts from two counties combined resources to develop basic skills assessment capabilities. Cates (1981) describes the California statewide network of 22 local or area Industry-Education Councils (IECs). Current membership in the Santa Clara IEC, one of the most recent and active of the California councils, includes 15 businesses and 19 educational agencies; it has supported a variety of projects, including inservice workshops designed to inform educators about employment needs and resources in the community, a pilot countywide newsletter aimed at increasing business-education communication, computer awareness workshops

for educators, a mobile computer van, summer jobs for youth, and educator visits to businesses and industries in the county. Through university-based centers and high school-based activities and programs throughout California, MESA (Mathematics, Engineering, Science Achievement) combines the resources of secondary schools, colleges of engineering, and participating businesses and industries to increase the number of under-represented minorities in mathematics, engineering, and physical science-related professions.

In Utah, the SEA has taken the lead in forming a special education training consortium that includes representation from Utah's 40 school districts and other educational agencies in the state in order to strengthen school district capabilities to procure sufficient numbers of qualified personnel and to provide effective inservice education that will enable teachers to teach handicapped children. The consortium coordinates the resources of the Utah Learning Resource Center, college faculty from four postsecondary institutions, staff from the four regional education service centers, and school district inservice training leaders from across the state. In compensatory education, the Utah SEA has created a statewide cadre of approximately 40 demonstration teachers, who offer highly personalized and individualized service to compensatory education teachers.

In Nevada, a network of curriculum directors from five counties (Carson City, Churchill, Douglas, Lyon, and Washoe) was formed recently. These directors meet monthly to share information and to provide assistance to one another.

Redirection of orientation. Perhaps one of the longer-term but more profound effects of the New Federalism will come in directing the attention of educators away from the Congress, the U.S. Department of Education, and the Washington-based education associations toward state and local levels in dealing with educational problems and opportunities. The proliferation of federally funded categorical programs engendered much program compartmentalization and organizational fragmentation in SEAs and in the central offices of large LEAs, as administrative staffs in these agencies were built up in mirror images of federal programs and offices. This compartmentalization and fragmentation have seriously hampered coordination of resources and efficient provision of services to schools. Although the funds consolidated in ECIA Chapter 2 represent less than 4 percent of federal education funds, the federal intent to "deregulate" all federally funded education programs means that state and local school superintendents may eventually find it easier to coordinate educational programs in their own agencies and to integrate the increasingly scarce assistance resources that their own agencies may offer to schools.

However, even before federal consolidation and deregulation began, some education agencies in the Far West region already showed evidence of a marked change in planning styles that moves beyond parochial, short-run planning to multiagency, long-range planning. Here are some examples:

As early as 1979, the Utah State Board of Education became concerned about certain trends in the state, including fiscal cuts, the boom-town syndrome, enrollment growth, and the technology explosion. It set as

one of its Five-Year Goals the completion of a Master Plan for public education in the state that would involve all components of the education system, various special-interest groups, and the general public. A 65-member Utah Statewide Education Planning Commission was formed, and over the course of the next two years, eight task forces and several hundred persons contributed to the development of the master plan. To accomplish its tasks, the commission decided to: (1) identify the most critical issues of the 1980's, (2) specify desirable outcomes, (3) analyze present conditions, and (4) prepare recommendations for action. Public hearing and discussions with legislators were held in the various regional areas of the state to promote deeper understanding of the long-term needs of the education community. In October 1981, the commission officially presented a ten-year "Master Plan for Addressing Eight Critical Issues Affecting Education in Utah in the 80's" to the Utah State Board of Education. The eight critical issues were: (1) the nature and purpose of schooling, (2) school finance, (3) school facilities, (4) curriculum organization, (5) public participation and involvement in education decision making, (6) governance of public education, (7) quality teachers and administrators, and (8) helping students to develop their potential.

Perhaps partially in response to public interest created by the commission's activities but most certainly in response to alarming projections of educational costs over the next decade, Governor Scott M. Mattheson upset tradition in Utah by playing an atypically active role by publishing a booklet entitled "Solving the School Crisis: Governor's Action Plan for Quality Elementary and Secondary Education." This publication suggested strategies that the state and local education agencies could use to address three major educational issues: (1) basic purposes of public education, (2) financing public education, (3) facilities for public schools. These, of course, are three of the eight issues considered by the commission. Although there are some differences in the recomendations, what is remarkable is that, for perhaps the first time in Utah's history, the State Board of Education and the Governor's Office have both concerned themselves with long-range educational planning on some of the same priority issues.

While the Governor's Office, the State Board, and the Commission have been concerned with some very broad issues involved in provision of quality education in the 80's and beyond, other far more specific examples of long-range planning are also in evidence. One interesting example is the Utah Special Education CSPD Council. Public Laws 95-561 and 94-142 require state education agencies to develop Comprehensive Systems for Personnel Development (CSPDs). In Utah, the Special Education CSPD Council includes representation from the State Office of Education, institutions of higher education, local education agencies, vocational rehabilitation agencies, the state legislature, parents, and others. Since another organization, the Utah Special Education Consortium, deals with more immediate special education inservice training needs, the Council is free to conduct long-range planning regarding special education personnel development in the state, especially with respect to longer-term preservice training needs.

In California, we also find a number of examples of long-range educational planning. In addition to a number of long-term state

categorical programs, some of which preceded their federal counterparts, the California School Improvement Program (CSIP) traces its inception back ten years to the Early Childhood Education Act of 1972. In 1977, the state legislature greatly expanded the scope of the program from K-3 to K-12. CSIP is based on several key assumptions espoused by the State Superintendent of Public Instruction, Wilson Riles, and key state department staff that long anticipated the contemporary move to local control of education; namely, that (1) schools should "organize themselves" by identifying their own needs and strategies for meeting those needs; (2) all resources of schools should be directed to "doing the best things for kids"; (3) school-related decisions should be made cooperatively among school staff, parents, and students; (4) the state department's responsibility is to encourage and support improvement efforts, not to direct specifics of curriculum content or instructional method; and (5) the state department should consciously recognize and reward success in school improvement efforts.

A voluntary program, CSIP has grown until it now encompasses half of the schools and three fourths of the school districts in the state. Unlike other long-range statewide educational planning efforts, CSIP represents a concerted, ten-year-long effort by the State Superintendent of Instruction, the Department, the State Board, and the state legislature to engender and support longer-term school-based planning and reform in schools throughout the state.* Perhaps it is the joint commitment of so many sponsors and participants that has allowed CSIP to survive thus far despite severe financial pressures.

A recent and especially remarkable example of long-range strategic planning was undertaken by the Office of the Santa Clara County Superintendent of Schools. Based on a strategic planning model taken from business and industry, the plan was initiated in September 1981 and completed by the end of April 1982. It employed a number of methodologies and sources of information to guide the Santa Clara County Office of Education in establishing clear objectives and making the best use of available resources. The plan begins with a detailed definition of missions and basic purposes of the Office. It goes on to analyze the environment in which the Office functions by examining how the economy, public attitudes, and other influences may affect future operations. Next, it reports and analyzes the "market," or demand, for services provided by the Office as determined by various survey methods. (In all,

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* CSIP is only one of a succession of California school improvement efforts, which all have been oriented by the assumptions listed above. Each has incorporated learnings from previous programs, e.g., the Professional Development and Program Improvement Centers, 1969; Early Childhood Education, 1972; Reform in Secondary Education, 1976. Perhaps the four key beliefs underlying CSIP are: (1) local ownership is necessary if improvement programs are to succeed; (2) a specific planning effort is necessary to get people ready to act and to keep them focused once implementation has begun; (3) administrators in the district office and at the school site must be included; and (4) a readily available support system should be provided at the state level.

18 sets of market analysis results were prepared, one for each of 18 program areas derived from 12 surveys.) These three inputs (mission definition, environmental analysis, market analysis) were used: (1) to prepare budgets and set objectives; (2) to forecast the impact that current decisions and actions will have in the future; and (3) to create strategies that can take advantage of opportunities that present themselves. This particular strategic analysis represents a novel application of strategic planning methods to public education. Its results provide impressive evidence that educational agencies can conduct strategic planning to generate information that can be highly useful for policy formation and management guidance.

These are some examples of positive factors affecting education in the Far West. In the next section, we draw heavily on the Santa Clara County Office environmental analysis to consider some images of the future in the Far West.

Images of the Future

As part of the Santa Clara County Office strategic planning process, two five-year scenarios of the future were created to provide a general context within which to question resource people about the future of various programs and services offered by the Office. Using baseline data collected by Office planning staff, Richard Carlson of SRI International prepared two five-year scenarios, both representing likely but different views of California education in 1987.*

The most likely scenario, Renaissance, projects high state (and Santa Clara County) growth, combined with growing public support for, and more consistent demands on, education. The second most likely scenario, Troubled Times, anticipates slow economic growth and continued lack of support for education. Behind both scenarios are some general long-term trends.

Economic growth. Real personal income has grown considerably faster in California (and in Nevada and Utah) than it has in the nation since 1975. This growth is primarily accounted for by population growth. Relatively strong economic growth in California is likely because of its strength in the two fastest-growing industries in the 1980's--electronics and defense aerospace. (Nevada's economic growth, especially in tourism and light industry, may follow California's. In Utah, the economic growth may parallel trends in the Western states with particular sensitivity to changes in demands for new energy and mineral resources. All three states are facing economic problems in the current recession, but these problems are not nearly as severe as they are in states in the Northeast and North Central regions of the U.S.) Current predictions disagree,

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* We thank the Santa Clara County Office Planning Team and Richard Carlson of SRI International for permission to summarize and quote their report at length. These projections are based on the Santa Clara County Office of Education Environmental Analysis Sourcebook (1982). Material in parentheses contains editorial extrapolations for Utah and Nevada.

primarily on the timing and on the degree of recovery from the current recession. Recovery is expected to begin sometime between mid 1982 and early 1984. The California economy is likely to grow in real terms by at least 1 percent annually, and it could be as much as 5 percent annually. But, particularly in California, economic growth does not translate automatically into state revenues as the result of a series of tax limitation laws. Inflation-adjusted revenues in California actually declined in 1980. (In Nevada, the bulk of the state revenue base was shifted from property tax to sales tax in 1981. With the marked decline both in tourism and in the general economy, sales tax revenues are down, and deficits may be experienced.) Because of the recession, 1982-83 is likely to bring a severe reduction in real financial support per pupil. Some general recovery in revenues (in all three states) is likely to occur in 1984 and thereafter. How quickly the revenue situation improves and how much education benefits depend heavily on public attitudes toward state government in general and toward education in particular. It appears that the tax reduction movement has abated, as state and local governments have tried to curb expenditures in the wake of Proposition 13.

Public attitudes. Carlson's analysis indicates that the potential for renewed public support for education depends on five factors: enrollments, labor market needs, perceptions of school system effectiveness, changing voter patterns, and public demands on education. Both new enrollment and labor market trends are favorable for support for education. (Reversing a decline that lasted throughout the 1970's, enrollments are now increasing in California. K-12 enrollments began to increase in Utah and Nevada as early as 1973. Increases came much later, circa 1981-82, for California. For the 1981-82 school year, California reported a 3.6 percent increase over the previous year, Utah a 3.4 percent increase, and Nevada a 1.1 percent increase.) Labor market needs for well-educated workers are likely to be very strong in the 1980's. Since recognition is spreading that shortages of skilled workers are a key factor in slow economic growth and productivity, business and industry are likely to become education's friend.

Carlson considers improvement in public perceptions of school effectiveness much less predictable. Recent improvements in some measures of school performance (in all three states) represent the beginnings of a positive trend. If it continues, this trend could generate a positive cycle of improved public attitudes, which create positive political support, which is followed by increased financial support, which is followed by improved school performance. But, the cycle could also move in the opposite direction, as it has in the past decade. Current low expectations for schools may allow the system to refocus its attention and resources on its core roles. (By giving serious attention to achieving, assessing, and reporting on educational performance and productivity and by dealing effectively with other critical state and local community expectations for education, educators in all three states may help to keep the current public opinion cycles moving in the positive direction.)

Changing voting patterns also represent an uncertainty. Currently, elections are dominated by older voters. Conflicts among age groups could become an important political factor in the 1980's as young adults are forced to subsidize Social Security and Medicare and to pay outrageous

prices or rents for housing owned by the elderly but to receive less education for their children. Although it is not a significant problem in Utah or Nevada, the politial problem in California is that parents and students are increasingly Hispanic, Asian, or Black. These groups now represent 44 percent of California's public K-12 student enrollment. These groups tend to have very low voter turnout. More generally, even nonminority persons under age 30 tend not to vote. Until either those over age 50 support schools or ethnic minorities and those under age 30 vote and support schools, significant increases in financial support seem unlikely.

The shape of public demands on education is a more complex issue, because these demands are linked to the general state of society. It was particularly to illuminate this issue that Richard Carlson and the Santa Clara County Office Planning Team developed the two scenarios, Renaissance and Troubled Times. (The following summaries of the scenarios, scenario elements, and discussion of general and policy implications are excerpted directly from the Santa Clara County Office Strategic Planning 1982-83: Environmental Analysis Source Book, pp. 8-14.)

> Renaissance. The Renaissance scenario combines a prosperous economy with a return toward consensus in issues affecting education. The economy revives by late 1982, and real personal incomes rise by about 4% per year between 1982 and 1987. There are several changes in tax laws, but, on the average, state and local revenues grow at the same rate as the California economy. At least one of the 1982 tax reduction propositions is defeated, and the tax reduction movement loses steam. By 1984, a new coalition of high technology businesses, teachers, and parents gains a slowly growing share of state resources for education. Federal court actions end the divisive desegregation issue in California. Further intervention in major educational issues by California's still activist Supreme Court is reversed by referendum. As a result, public schools have about 12% more real revenues per student in 1987 than they had in 1981.
>
> The general social situation also improves. The general prosperity reduces age and ethnic conflicts in California. Having tried everything else, the baby-boom generation turns back toward family, children, and community. This is not a return to old values as much as it is a new consensus and an end to social turmoil. Parents demand a wide range of high-quality education services, and they move quickly to private programs if public programs are ineffective. The conflicts over abortion, evolution, and language rights slowly die out.
>
> School programs react by modestly swinging back to basics with a high technology flavor. Relative social calm and improving academic achievement revive political support for education among nonparents. Low-income ethnic groups

recognize the economic promise of learning technical skills and join in the demands for higher-quality academic education and strong assistance for learning English. The system is still short of resources, behind in new technologies, increasingly short of competent technical and administrative personnel, and having difficulty teaching an ever more diverse student body, but the general situation for education is definitely improving.

Troubled Times. The Troubled Times scenario is a combination of economic, social, and political problems. The national and state economies revive slowly in late 1983 after a disastrous 1982. Frustrated voters take out their frustrations with a string of tax-cutting measures. Real state revenues barely keep even with inflation, and real support per pupil slowly declines. At the same time, middle-income parents in high-wealth areas (like Santa Clara County) increasingly turn to private schools.

Business concentrates its support on higher education. The controversy over bilingualism gets increasingly ugly. Parents demand an incredible range of services, from computers to advanced courses in ecological ethics. Worst of all, the most talented young teachers and administrators flee or are forced out of the school system. A growing consciousness of new ideals and new purposes gains increasing support, but this is largely outside the traditional political and educational system. The most successful school systems find ways to extend their resources by cooperating with the growing private sector. By 1987, vouchers look like a real possibility.

Scenario Elements. Elements of each scenario are outlined in Figure 2 (p. 81).

General Implications of the Scenarios. The most powerful implications of the scenarios are their similarities. The two scenarios are the result of careful analysis that included review with senior education analysts in Sacramento. While there was agreement that support for educational programs is likely to slow its recent decline, there was also agreement that roughly 12% more revenue per pupil was the best that could be expected by 1987. The key implications that are true across both scenarios are these:

- Demands on public education are likely to increasingly exceed its resources. A total increment of 12% spread over five years could easily be absorbed by a single group, such as special education, teachers, or technology enthusiasts.

- The continued squeeze on state and federal programs for education is likely, regardless of near-term political trends. The federal government is essentially broke, whether Democrats or Republicans are elected. Federal support for minor programs, such as education, will be lost in the conflict over Social Security, defense, and economic policy. At the state level, the growth of the economy is far more important than whoever occupies the Governor's chair.

- A growing range of private, nonprofit, and noneducational public agencies will offer educational services. These services will include arts, child care, science, music, computers, special education, vocational training, and many others. Middle- and higher-income parents will be increasingly willing to buy such services.

- Public education will find itself in increasing competition with other organizations for talented teachers and administrators.

- The growth of nonpublic educational programs, the demands of parents for a wider range of services, and the competition for talented people will be much stronger in Santa Clara County than elsewhere. Relatively prosperous and well-educated parents can be both a blessing and a curse.

- The conflict between education of the general population and special services to special groups is likely to become increasingly bitter.

FIGURE 2. SCENARIO ELEMENTS

	RENAISSANCE	TROUBLED TIMES
NATIONAL ECONOMY	Recovery in late 1982; growth averaging over 3% per year; inflation down to 5%	Recovery delayed to 1983; growth averaging less than 2% per year; inflation 8-12%
STATE ECONOMY	California much stronger; 4% real growth in income	California follows nation; 1% real growth in income
LOCAL ECONOMY	County stronger	County follows State
REVENUE LEGISLATION	Modest improvement in Prop. 13 possible; no tax reduction measures are passed after 1982	A steady stream of tax-cutting measures are passed
STATE REVENUES	5% real growth	1% real growth post 1982
LOCAL REVENUES	6-7% real growth in property taxes; revenues reach Prop. 4 limits in many cities and school districts	About 3% real growth
FEDERAL EDUCATION APPROPRIATIONS	Little real growth	Real decline
STATE AND LOCAL APPROPRIATIONS	12-15% more per pupil by 1987	Real decline per pupil
FEDERAL EDUCATION LEGISLATION	Some relaxing of P.L. 94-142; major consolidation, with new programs in science and math	Major relaxing; major consolidation; no new programs
STATE EDUCATION LEGISLATION	New support for science, math, and vocational education	Little change
ENROLLMENTS	Slow decline in North County, but strong growth elsewhere	Slower overall growth
ETHNIC MIX	Strong growth in Hispanic and Asian students	Proportionate shift to Hispanic and Asian
PRIVATE SCHOOLS	Large potential shift to private schools	Large potential shift to private schools
TECHNOLOGY	Dramatic growth in use of computers and other high tech products	High tech growth nearly as large, but opposed by many
OCCUPATIONAL TRENDS	High demand for all technical fields but decline in traditional occupations	Less occupational change
SOCIAL CHANGE	Some revival of family and community; no major new social conflicts; increasing desire for global education	Continued disintegration of family and community; demonstrations over peace, environment, language rights and global ethics
PUBLIC ATTITUDES TOWARD EDUCATION	Revival of strong support, with desires for programs exceeding revenues	Formal education seen as irrelevant; older voters refuse support
JUDICIAL	Courts increasingly withdraw from education	Court intervention increases, and court-appointed masters run more systems
TEACHERS	Very high retirement and loss of best teachers in technical fields; difficult recruiting in some fields; improved morale	Adequate supply but more union militancy; declining morale
ADMINISTRATORS	High retirement but good retention otherwise; shortage of young administrators; high morale	High loss of best and youngest; low morale

Policy Implications of the Scenarios. While much more detailed analysis remains to be done, some general policy concepts are already apparent:

- The key to improving the public education system in the future will be focusing resources on core programs. Trying to save everything will save nothing.

- The key long-run administrative issue will be planning how to recruit and retain top-quality, younger teachers and administrators. The educational leaders of the future are being lost today.

- Financial planning must focus on long-term improvements as well as short-term survival.

- Nonpublic educational programs are an opportunity as well as a threat. [Santa Clara] County parents are largely willing and able to pay for special services. Helping organize such external programs (with aid provisions for low-income parents) could reduce pressures on the public system, increase resources for core programs, and provide additional income to public school teachers.

- Imaginative new institutional, financial, and administrative arrangements will be part of virtually any successful new educational policies.

- Closer coordination of public programs will be more important than ever. There will be a continuing reshuffling of programs, roles, and responsibilities that will affect many students.

(Santa Clara County Office, 1982, pp. 8-14)

THE FUTURE FOR EDUCATIONAL R&D, DISSEMINATION, AND SCHOOL IMPROVEMENT IN THE FAR WEST

Considering both positive and negative factors and possible future trends, what are some of the likely implications for educational R&D, dissemination, and school improvement in the Far West Laboratory service region? Here are some predictions:

General trends. There will be fewer federal and state resources in the early 1980's directly supporting specific educational knowledge production, dissemination, and utilization (KPDU) projects. However, the actual rate of knowledge production, dissemination, and use may actually increase. This paradox can be explained by noting that KPDU functions have slowly but increasingly been institutionalized in education agencies at all levels over the past two decades. This is particulary true for state, intermediate, and local education agencies in the Far West. Although they depended initially on federal requirements and federal funding for their development and support, educational policy research, assessment, program evaluation, product and systems development, technical assistance, operations research, and other research-based forms of "disciplined inquiry" have not only become increasingly commonplace, but they have also been so successful in proving their worth that many education agencies at all levels now support these activities with their own state or local funds. In the short run, federal cutbacks and deregulation, combined with state and local funding shortfalls, may cause very serious problems within the R&D community, including some real attrition in the numbers of full-time educational R&D personnel and a marked decrease in the numbers of for-profit and nonprofit firms depending mainly or solely on federal-supported educational R&D funds. However, we anticipate that the surviving R&D firms will diversify by securing support for R&D from other federal agencies, from state and local agencies (in education and other social areas), and from business and industry.

At the same time, we predict that, because "disciplined inquiry" can be a reliable and effective way to produce and use knowledge to solve significant problems, increasing numbers of professionals in state, intermediate, local, and postsecondary education agencies will work (full-time or part-time) at many "instrumental," or applied, KPDU tasks. In postsecondary institutions, commitments to knowledge production for its own sake and to scholarly publication will remain major incentives to perform research, but at all levels, KPDU will become increasingly supported as an effective means to achieve programmatic or organizational ends. As systematic inquiry, efficient information transfer and retrieval, site-based collaborative R&D, and school improvement and productivity projects become more common, it will become increasingly difficult to estimate the true scope and volume of the total educational KPDU in the United States, simply because the federal government will no longer be the primary sponsor, except for fundamental research. And, in this area, it is likely that the glut of often shallow, nonreplicated, noncumulative education and social research may eventually so tax the scholarly publication channels and drain limited research resources that reforms may be undertaken within the social science disciplines, by the

research publishing community. and within the academic institutions that have fostered "publish or perish" norms. Significance and utility, rather than novelty and quantity, may increasingly come to be the important criteria for judging both the merit and the worth of education and social science research.

Information dissemination. Public information services may also display an analogous paradoxical trend. There may be further cutbacks in the numbers of full-time public information professionals in all types of education agencies due to continuing staff retrenchment; however, the need for effective communication with many public sectors and with special-interest groups will grow as education agencies confront the necessity of obtaining legislative and taxpayer support for education. Increasing attention will be given to public information, on a part-time basis, by most school administrators and many education agency executives. Qualitatively, the orientation of public information communications will shift from one-way "spread" to two-way "exchange" methods, as administrators become increasingly concerned with gauging trends in public opinion and with assessing the effectiveness of their communication efforts. A second major impetus for increase in public information efforts will come from the growth of statewide political action coalitions and networks, which will recognize the importance of fostering effective communication both within the education community and with various segments of the public sector as part of their larger strategy to gain and maintain adequate financial support for education.

Many education information and library services will experience traumatic changes. Already caught in a cost squeeze produced by rising labor and materials costs, very few will be able to maintain past levels of service or rates of acquisition. Several changes in information technology suggest that many education information services will move away from an emphasis on acquiring, circulating, and maintaining "collections" toward an emphasis on assisting local users to access a variety of nonlocal information and materials sources. First, the increasingly extensive use of computers in schools will make possible direct computer links between education information users and an increasing number of specialized information bases. Many of these information bases will provide not only searches that deliver citations and abstracts, but they will also permit direct or indirect access to the full copy of requested documents or audiovisual media that may be delivered electronically or by mail. Except for high-use "hard copy" materials, local "collections" will increasingly be acquired in low-cost microform, which eventually will be replaced by even lower-cost videodisk "collections." Following trends among special libraries and information centers in the commercial sector, education information and media specialists will justify their own labor costs and the costs of using external services on demand by demonstrating not only that their services are cost-effective but that they represent real cost savings for information and media users. Unfortunately, these trends may increase inequities across states and among education agencies. Some will simply cut costs and reduce their levels of access and use of information and media, while others will adopt the new technologies and encourage greater use of state or regional information and media centers and networks to replace the local libraries and media collections that they can no longer

afford to maintain. Among the heavier users, another paradox will be evident: Individual information items or uses will be more expensive, but overall library and information center costs may not increase. There are two explanations: (1) Users will pay directly for more items and services, but (2) costs to acquire and maintain local collections will be substantially cut, since only very high-usage items will be purchased and maintained in high-cost hard copy form.

While personnel providing local services can be expected to shift to information and media "consultant" or "brokering" roles, state and intermediate libraries and centers will shift to network coordination, "wholesaler," and other specialized support roles. They may also give particular attention to providing training and technical assistance to local information and media specialists, since the cost of providing more direct personalized service to local users will become too high to support except in cases where the service is paid for by users or in a high-priority area in which some form of external subsidy is provided. Computerized processing, resource sharing, coordination of specialized functions, and reduced levels of direct free services will become increasingly commonplace tactics for cutting library, information, and media service costs. At the same time, more attention will be given to establishing fees for services and toward marketing products and services on a cost-recovery basis.

Human agents. Although the need for, and the effectiveness of, human intermediaries in helping schools to achieve larger-scale change will become generally accepted, these are unusually expensive services, and they are highly vulnerable to cutbacks. There will be significantly less federal support available to support external consultants, "linking agents," and technical assistance specialists. Here are some specifics:

Many major federal technical assistance projects (e.g., ESAA, ESEA IV-C, Teacher Corps, Women's Educational Equity) became victims of the ECIA Chapter 2 consolidation. One of the largest networks of education linking agents, the National Diffusion Network (NDN), was almost included in the ECIA Chapter 2 consolidation. It now survives as a mandated part of the Secretary of Education's ECIA Discretionary Fund. If NDN continues to survive, it is likely that the NDN State Facilitators will be asked to do more with substantially less money. In the short run, support for an increasing number of funded NDN Developer/Demonstrator (D/D) projects will be reduced appreciably. In the long run, the pool of candidate D/Ds may slowly disappear, due to the fact that most of the federal funds supporting locally developed innovations were consolidated into ECIA Chapter 2. The state-run IV-C innovation networks have also been affected severely by the loss of state IV-C funds. In most cases, ECIA Chapter 2 state set-aside funds will be insufficient to maintain these state networks.

A second major network of state-based linking agents was created by the NIE-sponsored State Capacity-Building Grants program. NIE is now phasing out the several cohorts of states that received five-year state capacity-Building (SCB) grants. Most of these SCB projects supported information linking agents located in state or intermediate agencies. With the NIE phaseout, support for these linking agents and for the information services that they used will disappear or be significantly

diminished, due to critical shortfalls in state and intermediate education agency budgets.

Federal and state-supported networks of human agents serving compensatory, bilingual, special, vocational, and other education areas are also threatened by federal cuts and by state and local shortfalls. Depending on its capacity and service orientation, each of the three state education agencies that we have studied has made remarkable efforts to maintain technical assistance services in the face of federal cutbacks and state shortfalls. But, all three have been forced to retrench both the scope and the level of these services. However, particularly in California and in Utah, alternatives to the traditional model, in which SEA curriculum specialists work with individual districts, are developing. These alternatives include statewide and regional networks, cooperatives, development centers, and school-based training and assistance cadres. Sometimes state-led, often locally initiated, schools in all three states are turning increasingly to one another, to local intermediate agencies, and to local postsecondary institutions for assistance that the SEA cannot provide. Sometimes, these technical services are provided on a cost-sharing, exchange, or barter basis. Competent human intermediaries will still be an essential ingredient for school improvement, but schools will have to learn to depend on their own staffs and on staff from neighboring schools and colleges to provide this essential ingredient. Teachers, school principals, and the increasingly fewer staff specialists will be the likely candidates for part-time assistance roles, but they will be hard to recruit except in the rare cases where significant incentives are provided. Free external assistance will become increasingly rare, and few schools will believe that they can afford a paid consultant, except in the highest-priority areas, and then only when the consultant can demonstrate that his/her services have been successful and cost-effective elsewhere. External technical assistance may be one of the most vulnerable dissemination and school improvement strategies. Self-help and local cooperatives may be the major sources for human agent assistance, except in rare cases where federal, state, or local educational priorities provide special funding support.

Staff development. Among all the specialized dissemination and school improvement functions, staff development may have the best prospects for growth in the 1980's. We make this prediction because training or retraining of teachers, administrators, professional staff, school aides, and community advisory groups will become increasingly important for operating schools and for all educational support agencies. Currently, many schools and other education agencies are confronted with the need to redeploy tenured teachers, administrators, and support staff. Many of these persons are confronting assignments for which they have little or no recent training. In addition, the continuing influx of limited-English-speaking students and the mainstreaming of handicapped students will continue to create demand for training (or retraining) of existing staff as they face new roles and responsibilities. Pressing demand for this type of inservice training will continue as long as these agencies must meet their personnel needs primarily through use of existing staff.

A second impetus for staff development may arise as schools are forced (by legislative or judicial mandates, by competition from private

schools, and by the need to secure public support) to be more concerned about instructional effectiveness and productivity. These pressures will create greater demand for training in teaching basic and higher-level skills and in effective teaching skills and related instructional, supervisory, and support skills.

As enrollments continue to rise and as the present work force retires (or resigns and turns to other, more rewarding work), the need for inservice training of entry teachers will arise. Recent studies suggest that teacher replacements in the next several years may, on the average, have less academic aptitude than the teachers whom they replace.* If this trend continues, inservice training may become an essential means for upgrading the proficiency of less academically able beginning teachers.

These are the needs. Where will the resources come from? In some cases, such as California's Investment in People program or in Utah's School Productivity projects, new state funds may help to support staff development efforts. Moreover, although they are faced with cutbacks or shortfalls, many federal and state-funded categorical programs have retained significant inservice education or staff development components. However, most of the resources supporting staff development in the future will continue to come from the local education agencies and from the personal resources and time of educational professionals. In some cases, the "pull" of professional commitment to self-improvement may be augmented by the "push" of legislative or judicial mandates for competency testing, recertification, professional quality assurance, and other requirements. However, the major impetus and support for staff development will probably come from local organizations (whether schools, central offices, or other support agencies), which will support staff development out of their own budget because it responds to local needs and solves local problems.**

Organizational training. If public schools are forced to deal simultaneously with raising student achievement levels and with new demands for relevance in the curriculum (e.g., in mathematics, science, technology, communications, citizenship, and social problem solving) while increasing productivity (i.e., providing more education, of better quality, for fewer dollars), staff development alone will be insufficient. Organizational restructuring will also be essential. However, because schools are prime examples of professional bureaucracies (Mintzberg, 1979), the motivation, plans, and continuing commitment for restructuring must arise within the profession, and ultimately within each educational organization. Although societal and governmental forces in the 1980's will seek to bring educational professionals and the organizations in which they work under increasing external control, education's best and surest hope for significant change will be found in the sense of

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* See "Bright Flight: The Best Teachers Quit" in Education Week, August 18, 1982; also Schlechty and Vance (1982).

** Staff development receiving this kind of local support will itself need to display exemplary educational effectiveness, efficiency, relevance, and utility as judged by client standards.

responsibility that professionals feel to serve the public and the youth who are in their charge. The successful school improvement projects of the 1970's have pointed to the need for team effort. When there was appropriate external assistance and some "slack" resources, the process was easier to initiate and carry out, but success was almost always dependent on substantial local commitment of time, money, and energy by a team of professionals who worked together to find ways to improve their own schools.

Conclusion. Now, our review of negative factors suggests that conditions and opportunities for initiating and sustaining long-term team efforts on the part of teachers and administrators to achieve significant educational reform may decrease over the next several years. However, our review of positive factors suggests that educational agencies in the Far West will not be totally without appropriate incentives and resources. The California School Improvement Program and the Investment in People program, Utah's School Productivity projects, and the many local cooperatives, networks, and school improvement interorganizational arrangements found in California, Nevada, and Utah are significant examples of some current school improvement resources. The scenarios of likely futures developed by Richard Carlson and the Santa Clara County Office of Education Planning Team suggest that, although the general social and economic environment may improve (perhaps sooner in the Far West than in other parts of the nation), education will still face major performance challenges in order to secure the public and political support that it needs in order to attract an adequate share of public tax monies.

In our view, support for educational research, development, dissemination, and evaluation (RDD&E) will derive from this more fundamental challenge to educational professionals to reform and improve public education. Of course, school improvement has always been the major purpose of educational research, development, dissemination, and evaluation. What has begun to change, and what will probably continue to change in the next several years, is the source of RDD&E sponsorship and the organizational location of RDD&E performers. Although it is quite likely that the federal government will continue to sponsor fundamental education and social science research (through several departments and agencies) and also some applied research, development, and dissemination in high-priority areas that are in the national interest, growing needs in other government sectors (e.g., defense, commerce, health and welfare, social security) are likely to keep education and educational RDD&E low in federal government spending priorities. There is little prospect of any real growth over the next several years, even if there is a change in administration or a significant shift in party power within Congress.

Aside from the commercially supported R&D required to develop and market educational "software," the best, and perhaps the only, prospect in the near future for maintenance or growth in applied research, development, dissemination, and evaluation will lie with the state, intermediate, and local education agencies and with the colleges and universities that are directly concerned with school improvement. Like the schools themselves, educational research, development, dissemination, and evaluation will confront severe challenges to demonstrate their worth

to educators in a utilitarian sense. As educational research, development, dissemination, and evaluation demonstrate real "payoff" in helping to solve educational problems and to improve educational productivity, support for "disciplined inquiry" will grow.

However, much of the support may be for "in-house" work performed by staff in state, intermediate, and local education agencies, with occasional assistance from college faculty or private consultants. Small-scale projects and part-time RDD&E activity have always been the most prevalent form in education, but this kind of small-scale activity has been overshadowed by the large-scale projects that consumed the largest share of federal funds. Most state, intermediate, and local education agencies and most colleges and universities have not been, and will not be, able to support large-scale projects from their own resources. However, increasing numbers of these institutions are supporting "in-house" work, sometimes in collaboration with other institutions. The growth area in the 1980's for educational RDD&E work may be in the school districts themselves and in those intermediate and state agencies and state-supported postsecondary institutions that develop the professional and political will and create the capacity to provide useful and effective RDD&E products and services needed by schools. But "school improvement" in the 1980's will be a serious business for educators, legislators, and taxpayers. If there is no significant improvement through the application and use of RDD&E approaches, there will be little or no business. Recent studies of research-based school improvement demonstrate that this approach can be quite successful. The challenge in the 1980's will be to make it truly cost-effective and highly responsive to the high-priority needs of educators. If this happens, then research and school improvement may become a unitary concept that is understood and endorsed by legislators, educators, and taxpayers.

The near future for education, and for educational RDD&E, is indeed uncertain. Many adverse social, political, and economic trends will continue. But, to some extent, the outcomes may depend substantially on how the professionals in both fields deal responsibly and creatively with the problems and opportunities that they now confront, including the challenge to work together to improve American education.

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SCHOOL IMPROVEMENT IN CALIFORNIA: THE EFFECTS OF FEDERAL AND STATE CUTBACKS, CONSOLIDATION, AND DEREGULATION ON EDUCATION

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ABSTRACT

Since the mid sixties, the federal government has played a major role in promoting educational innovation and change by supporting categorical programs targeted to specific educational sectors and client groups. With the passage of the Educational Consolidation and Improvement Act (ECIA) of 1981, the role that the federal government will play in supporting school improvement efforts is now highly problematic. However, besides fiscal cutbacks, consolidation, and deregulation of federally funded programs, public education agencies are now confronted with far more massive problems due to protracted state and local retrenchment that has deeply affected their staff, programs, and services. To discover how these agencies cope with this new environment, the Educational Dissemination Studies Program at the Far West Laboratory undertook a year-long set of studies of education agencies at all levels in the three states of the FWL Service Region: California, Nevada, and Utah. Begun in December 1981 and concluded in November 1982, these studies are based on document analysis, telephone and field interviews with more than one hundred persons, and site visits to more than two dozen agencies in these states. The report of findings is in four volumes. This volume describes study findings for the state of California. It focuses on six major topics:

- State and local contexts affecting education agency responses to federal policy changes;
- State planning and response to ECIA Chapter 2;
- Local response to ECIA Chapter 2;
- Impact of federal cutbacks and state shortfalls on funding for other education programs;
- Impact of consolidation, cutbacks, and deregulation on program organization; and
- Status and trends in staff development.

Included in the report are descriptions of state education agency responses and eight brief case studies describing California county office and local education agency responses. The report concludes with an analysis of major emerging themes.

EXECUTIVE SUMMARY

The EDSP studies were concerned with three changing conditions that influence education agencies: grant consolidation, fiscal cutbacks, and program deregulation. Because all three factors were built into Chapter 2 of the Education Consolidation and Improvement Act of 1981 (ECIA), much of our initial attention was focused on how state and local education agencies were responding to ECIA Chapter 2. However, in order to gain a broader understanding of programmatic change, we also briefly reviewed the effects of grant consolidation, fiscal cutbacks, and program deregulation in three other areas: special education, compensatory education, and state school improvement activities.

While this report touches briefly on these three areas, it is focused on six major topics:

- State and local contexts affecting education agency responses to federal policy changes
- State planning and response to ECIA Chapter 2
- Local response to ECIA Chapter 2
- Impact of federal cutbacks and state shortfalls on funding for other education programs
- Impact of consolidation, cutbacks, and deregulation on program organization
- Status and trends in staff development

State and local contexts. The state of California has 1,042 local school districts and 58 county offices of education. With 4.5 million students in more than 7,400 schools, California has the largest public school population in the nation. For many years, California's public school system was regarded as one of the best. Now, there is growing concern that this system is deteriorating as a result of reductions in financial support and inflation. Between 1974-75 and 1981-82, per capita income in California increased 115 percent, state expenditures increased 178 percent, and health and welfare expenditures increased 225 percent. In contrast, state expenditures on elementary and secondary education increased only 83 percent.

There are many reasons for this reduction in the level of support for public education. Before Proposition 13 was passed in 1978, more than 50 percent of the support for K-12 education came from local revenues. After passage of Proposition 13, that level dropped to about 20 percent, and state support rose from 40 percent to 68 percent. Thus, state expenditures for education have become increasingly important. In June 1982, California voters approved three initiatives that are expected to reduce state general

fund revenues by more than $2 billion in the next three years. Further, when the 1982-83 state budget was passed in June, less than a 1 percent cost-of-living adjustment was included for direct general aid to school districts. Even that small increase may be eliminated and further cuts may be made as legislators attempt to ward off the regularly projected increases in the state deficit. It is understandable, then, that California educators are concerned about the future of public education in their state. Although some maintained an optimistic outlook, most of those whom we interviewed revealed concern, frustration, or anger. It is perhaps remarkable that so many of the agencies and groups that we visited and the people whom we interviewed preserve an active interest in the search for ways to improve their programs. California education is suffering from lack of support. The effects of state cutbacks and consolidation have been exacerbated by recent federal actions. The most important factor affecting education in both state and local contexts may well be this general reduction in financial support.

State planning for and response to ECIA Chapter 2. In February 1982, Governor Brown appointed 32 individuals to the state's Chapter 2 advisory committee. Advisory committee members met for a total of nine days to determine the LEA allocation formula and to make recommendations for use of the California State Department of Education (CSDE) portion of Chapter 2 funds. After hearing and discussing many proposals, they recommended that 80 percent of the the ECIA Chapter 2 funds should be allocated to local education agencies, that no LEA should receive less than $2,500, and that the allocation formula should provide two-year phaseout funding for Emergency School Aid Act (ESAA) programs and for programs operated by county offices of education.

In 1980-81, California education agencies received a total of $90 million from categorical programs now consolidated in Chapter 2. In 1982-83, California receives $42 million in ECIA Chapter 2 funds. After the state Assembly budget committee made changes in the Advisory Committee's recommendations, $33.8 million (80.5%) of the total goes to LEAs. Of the $8.2 million (19.5%) allocated to state purposes, $200,000 was earmarked specifically for the Constitutional Rights Foundation (a private group that received federal funds in the past), $220,000 will be used for committee and board meetings, $300,000 will provide partial support to federal teachers' centers for one year, $1.3 million will support local participation minigrants. The remaining $6.18 million was allocated for CSDE K-12 activities.

The CSDE portion will be used for eight programs: improving academic curriculum; youth employment; improving school climate; parent involvement; community education; assessment, research, and evaluation; management assistance; and state administration.

Local response to ECIA Chapter 2. The $33.6 million distributed to LEAs and county offices has different consequences. For school districts, 13 percent lose more than one third of the funds that they received in the previous year; 10 percent lose less than one third. The remaining 34 percent gain funds, but 34 percent receive only the minimum allocation, $2,500. There are a few big losers and no big winners. Districts that lose the most include large urban districts with high concentrations of minority students.

We do not know how all districts are using their Chapter 2 money, whether it is less or more than they received in the past. Given the context of general reductions in funding, it would not be surprising if few districts attempted to develop new programs. We do know that many districts will attempt to maintain existing programs that were supported in the past with funding from categorical programs. Strong staff development programs, for example, usually will be continued. Programs intended to increase the achievement of minority populations will probably continue under the educational improvement and basic skills programs authorized by ECIA Chapter 2.

Impact of federal cutbacks and state shortfalls on funding for other education programs. The sums made available under ECIA Chapter 1 in 1982-83 are equal to the sums available in 1981-82 under Title I. However, the effects of inflation will reduce the capacity of districts to provide services to students and to maintain staff and programs. There is a good deal of confusion regarding the use of Chapter 1 funds. State legislation will need to be revised in order to accommodate federal changes. Any changes in the allowable uses of Chapter 1 funds may seriously affect the distribution of these funds at the school level.

Special education programs have also been affected by revenue reductions. When the California Master Plan for Special Education was approved by the legislature in 1980, the provisions intended to assist districts in meeting their new obligations were not fully funded. By April 1981, California faced a $117 million deficit in special education funding. The legislature responded by reducing state fiscal responsibility. It also relaxed requirements for services of classroom aides, allowed larger classes, and cut the number of state-level special education specialists. These moves, combined with the fiscal difficulties resulting from reductions in other federal education programs, will continue to create problems for California schools.

Impact of consolidation, cutbacks, and deregulation on program organization. Generally, the trend in California districts has been to minimize reorganization. State-level response is typified by the 1981 School-Based Program Coordination Act (AB 777), which gives districts increased flexibility in implementing requirements of the California Education Code. Districts can request waivers for almost any program, so long as students' educational needs are met, state costs are not increased, and certain rights are not violated. The same legislation allows schools to coordinate categorical funds in order to conduct a single schoolwide program. It is anticipated that there will be many requests to parallel submission of revised plans for the School Improvement Program and plans required for ECIA Chapters 1 and 2.

There have been few changes in staff role assignments or programmatic emphases. Business is proceeding as usual, despite uncertainty and the virtual absence of slack resources. Innovation in program reorganization has not been a major thrust, except in the areas of productivity and quality control.

Trends in staff development. California has a history of state-level support for staff development activities. The state-supported School Resource Centers and Professional Development and Program Improvement Centers (PDPICs) provide good examples. Although support for these centers will not continue in the same form as in the past, there are indications that staff development will continue to be supported at all levels.

For example, the ECIA Chapter 2 advisory committee approved the CSDE's state purposes plan, which included two important staff development components. The committee also approved the setting aside of $300,000 of the state purposes portion of Chapter 2 funds to support federal teachers' centers for one year while they seek other funding. Local districts will use some of their Chapter 2 money to support six of these seven centers. Finally, existing School Resource Centers and PDPICs have been consolidated as part of the elementary and secondary education initiative in the governor's Investment in People program, which creates 15 regional Teacher Education and Computer (TEC) centers. County offices are participating in the design and implementation of these centers, which will provide staff development opportunities.

It seems clear that staff development will continue to receive support, especially when it is linked with specific program improvement activities. However, it also seems certain that staff development activities of a general nature, especially new efforts, will be uncommon. These will be seen as frills that can be cut back or cut out as budgets get tighter.

CALIFORNIA: THE STATE OF THE STATE

With 4.5 million students in more than 7,400 schools in 1,042 districts, California has the largest public school population in the nation. For many years, its public school system was regarded by many as one of the best. However, concern that California education is deteriorating has increased in recent years due to a combination of factors, including inadequate funding, inflation, teacher layoffs, and shortages of teachers in such basic areas as mathematics and science. Comparing the relevant figures for 1974-75 and 1981-82, we see that

• per capita income	increased 115 percent
• state revenues	increased 176 percent
• total state general fund expenditures	increased 178 percent
• health and welfare expenditures	increased 225 percent
• general state government and consumer service expenditures	increased 124 percent
• higher education expenditures	increased 100 percent
• K-12 education expenditures	increased 83 percent

Other comparisons also reflect the declining support for education. In 1974-75, California expenditures on local schools exceeded the national average by $38 million. By 1979-80, they had fallen to a level $1.1 billion below the national average.

Conditions in 1982

Ambiguity and turmoil seem to increase by the day. The majority of those who contributed to our data collection take this pessimistic view, regardless of their position or the type of agency in which they work. Their perceptions have been shaped by a number of events and by rapid and often dramatic changes in circumstances and conditions. Some of these events and changes are directly related to educational issues. Others, like state budget issues, are more broadly based, but they have an increasingly important influence on education in California. Some occurred as early as 1977, but most have occurred in the last 18 months. All have heightened concern about the present condition and future quality of public education in California. Consider the following:

Proposition 13, which voters passed in June 1978, marked a dramatic shift in public support for education. Although it was not the first measure to reduce public education funding, it did register the first highly visible change in public attitudes toward public schools, and it produced highly visible reductions in local funding. Indeed, it marked a significant shift in the proportion of funding for schools provided by state and local government. In 1976-77, before passage of Proposition 13, local funds accounted for 51.5 percent of public K-12 income and state sources for 39.83 percent. In 1980-81, after passage of Proposition 13, state sources accounted for 67.97 percent and local sources for

19.2 percent. Federal contributions rose slightly, from 6.05 percent to 7.22 percent.

The situation in special education funding reached crisis proportions in April 1981 with a $117 million deficit for the $1.245 billion in services required by the California Master Plan for Special Education, which was passed in its final version at the 1980 legislative session. Since California law requires a balanced budget by the end of each fiscal year (June 30), the legislature responded with SB 769, which cut service requirements for classroom aides, reduced the number of program specialists required, and reduced state responsibility for paying for other legislatively required services by introducing new criteria for calculating special education costs at the district level. These actions reduced both the projected state deficit and fiscal responsibility at the state level, but they did not reduce costs at the local level. Instead, the state actions generally increased the encroachment of special education funding on general education funding. In particular, the new criteria increased the difficulty of calculating special education costs and placed limits on the growth of special education programs.

Many key positions in California education were opened to significant changes by the general election this year. The incumbent State Superintendent of Public Instruction, Wilson Riles, confronted eight challengers in the June primary race. One of his opponents ran on a platform of dismantling the CSDE. In a runoff in the November general election, Riles was defeated by Bill Honig, a former member of the State Board of Education and until very recently the superintendent of a small elementary district in Marin County. Riles's campaign emphasized his ten years of leadership and experience in office, his accomplishments in securing additional funding for school improvement programs, and increases in elementary students' test scores that he associated with programs that he had developed or sponsored. Honig challenged Riles with the decreased test scores of secondary students and pledged a return to traditional tough academic and school discipline standards.

Honig assumes office in January 1983. His emphasis on traditional education may bring some important changes for California school districts. His priorities include requiring all students to perform to a standard measured by a statewide test before they receive a high school diploma and lessening restrictions on districts that wish to terminate teachers believed to be incompetent.

All seats in the state Assembly and half the seats in the state Senate were up for election this year. Some significant changes in the composition of the education committees in both houses and in other committees that determine educational matters (e.g., Assembly Ways and Means, Senate Finance) were a result. Senator Alan Sieroty, a strong supporter of education and chairman of the Senate Education Committee, is retiring at the end of this term of office. Two assemblymen, Gary Hart and Leroy Greene, were elected to the state Senate. Both have shown strong support for education in their work on the Assembly Education Committee and in other committee assignments. Their support for education will continue, but their Senate committee assignments are not yet known.

Three statewide tax reduction initiatives that will reduce general fund revenue by a projected total of more than $2 billion over the next three years were passed by voters in the June 1982 primary elections. Propositions 5 and 6 eliminate existing inheritance and gift tax laws, prohibit such taxes in the future, and enact an estate tax that equals a federal estate tax credit. Proposition 7 requires indexing of the state personal income tax to inflation. The resulting loss of general revenues will significantly affect future state budgets in all areas, including education.

All previous budget proposals were scrapped by the state legislature after the State Finance Director reported on May 15 that the governor's proposed budget could result in a $3.3 billion deficit. In order to meet California's constitutional requirement for a balanced budget, lawmakers passed a $25.2 billion "bite-the-bullet" budget for 1982-83 that was $200 million less than the total for 1981-82. The approximately $13 billion earmarked for K-12 public education contained a less than 1 percent cost-of-operation increase in direct student aid for the state's 1,042 school districts, but it did maintain funding for the statewide School Improvement Program. It also included, for one year only, $9.75 million (reduced from $19.6 million) for the education aspects of the governor's Investment in People program. Other provisions affecting education included an increase in student fees at state college and university campuses and a declaration of intent to levy tuition at state law and medical schools beginning in September 1983.

Meanwhile, cutbacks in federal funding for education increased the difficulties for state education funding, both because the federal cutbacks resulted in substantial losses statewide and because no state funds are available to compensate for the lost federal funds. For example:

The Education Consolidation and Improvement Act (ECIA) of 1981, submitted to Congress in April 1981 and passed in July 1981 as part of the Omnibus Budget Reconciliation Act (P.L. 97-35), revised the Title I (compensatory education) program, consolidated 28 categorical education programs, and lowered authorization levels. When ECIA went into effect on July 1, 1982, the total amount that California received for purposes served by the consolidated categorical programs--$42 million--was less than half of the sum that it received in 1981-82 for the same programs--$90 million. The $42 million must fund both state-level and local district programs.

If further reductions in federal education programs proposed by the administration are enacted, California schools will lose more than 40 percent of their federal funding by the end of the 1983-84 school year--a reduction from $1 billion in 1980-81 to $600 million in 1983-84.

Finally, shortly after the November election, the State Finance Director reported that the state faced a sizable shortfall--$665 million as of November 1, perhaps as much as $1.1 billion by June 30, 1983. The governor-elect pledged during his campaign not to raise taxes. The lame-duck governor is expected to respond to the request of bipartisan legislative leadership to call a special session of the state legislature to consider state finance issues.

In the preceding paragraphs, we have simplified some complex and densely packed issues, events, and influences. Other researchers might wish to organize these materials differently. For many of the people with whom we talked, the issues and events presented here as individual, discrete items run together as a series of "body blows" from which there seemed to be little relief. Although some informants maintained an optimistic outlook, foreseeing general economic recovery, a leveling off in education cutbacks, continued improvement in student test scores, and a consequent, albeit gradual, restoration of public confidence in education, most expressed concern, frustration, or anger about the present state of real and perceived turmoil in California education. Given these circumstances and perceptions, it is perhaps remarkable that so many agencies and groups that we visited and so many people whom we interviewed retain a strong and active interest not only in maintaining their own basic responsibilities and security but in searching for ways of improving their programs. In the next three sections, we provide "snapshots" of situations and responses in selected agencies and program areas associated with cutbacks, consolidation, and deregulation. In the main, these "pictures" show only the plans and processes with which educators are responding to federal and state changes.

Federal Cutbacks, Consolidation, and Deregulation

This section summarizes the Education Consolidation and Improvement Act (ECIA) of 1981 and the issues, concerns, and responses to the act that occurred in California. The act signals an altered approach to the federal role in education. The federal government proposes to continue federal assistance for special programs and special populations but at the same time to reduce or eliminate unnecessary reporting and regulatory requirements in order to increase state and local control and flexibility in carrying out the purposes of the programs included in ECIA. Chapter 1 replaces Title I of the Elementary and Secondary Education Act (ESEA) of 1965, which sought to meet the special needs of educationally deprived children. Chapter 2 consolidates 28 categorical programs (e.g., Basic Skills Improvement, Teacher Corps, Teacher Centers, and Support and Innovation) into a single block grant to states for "the same purposes set forth in the provisions of law" (i.e., for the purposes set forth in the various laws that created the programs that have been consolidated). Basic responsibility for administration of ECIA funds within individual states rests with the state education agencies, but responsibility for the design and implementation of programs rests "mainly" with local education agencies or other education agencies to which funds are awarded.

Education Consolidation and Improvement Act: Chapter 1

The language of Chapter 1 itself best describes the policy changes and "intent" of the act:

> The Congress declares it to be the policy of the United States to continue to provide financial assistance to State and local

> educational agencies to meet the special needs of educationally deprived children, on the basis of entitlements calculated under Title I of the Elementary and Secondary Education Act of 1965, but to do so in a manner which will eliminate burdensome, unnecessary, and unproductive paperwork and free the schools of unnecessary Federal supervision, direction, and control. Further, the Congress recognizes the special educational needs of children of low-income families, and that concentrations of such children in local educational agencies adversely affect their ability to provide educational programs which will meet the needs of such children. The Congress also finds that Federal assistance for this purpose will be more effective if education officials, principals, teachers, and supporting personnel are freed from overly prescriptive regulations and administrative burdens which are not necessary for fiscal accountability and make no contribution to the instructional program.

An initial concern of both state and local education agencies in California was whether Title I provisions that allowed flexibility to state and local agencies in implementing schoolwide projects and in designating schools and students to receive services are preserved by Chapter 1. This concern was raised by the fact that ten of the Title I provisions that explicitly permit greater flexibility were not included in the language of Chapter 1 and by Section 554(c) of Chapter 1, which states:

> The provisions of Title I of the Elementary and Secondary Education Act of 1965 which are not specifically made applicable by this chapter shall not be applicable to programs authorized under this chapter.

The draft guidelines for administration of Chapter 1 published in the February 12, 1982 issue of the Federal Register did not appear to resolve the issue. However, after public statements by the minority counsel of the House Education and Labor Committee that Congress intended the flexibility provisions to continue, CSDE staff decided that the law itself can be interpreted as allowing the flexibility provisions to stand.

CSDE staff decided to continue all the flexibility provisions, including schoolwide projects and "skipping" programs. As a result of the supplemental appropriations bill passed by Congress over presidential veto in September, California receives $223.7 million for Chapter 1. A CSDE staff person with compensatory education responsibilities commented: "We won't monitor as much, we will disseminate less, and we will use available dissemination channels, such as workshops. And, we may need to develop new rules to meet state rulemaking criteria. The full effects aren't known."

Education Consolidation and Improvement Act: Chapter 2

The purpose and intent of the consolidation introduced by ECIA Chapter 2 is best described by the law itself:

> It is the purpose of this chapter to consolidate the program authorizations contained in--
>
> (1) titles II, III, IV, V, VI, VIII, and IX (except part C) of the Elementary and Secondary Education Act of 1965;
> (2) the Alcohol and Drug Abuse Education Act;
> (3) part A and section 532 of title V of the Higher Education Act of 1965;
> (4) the Follow Through Act (on a phased basis);
> (5) section 3(a)(1) of the National Science Foundation Act of 1950 relating to precollege science teacher training; and
> (6) the Career Education Incentive Act;
>
> into a single authorization of grants to States for the same purposes set forth in the provisions of law specified in this sentence, but to be used in accordance with the educational needs and priorities of State and local educational agencies as determined by such agencies. It is the further purpose and intent of Congress to financially assist State and local educational agencies to improve elementary and secondary education (including preschool education) for children attending both public and private schools, and to do so in a manner designed to greatly reduce the enormous administrative and paperwork burden imposed on schools at the expense of their ability to educate children.
>
> The basic responsibility for the administration of funds made available under this chapter is in the State educational agencies, but it is the intent of Congress that this responsibility be carried out with a minimum of paperwork and that the responsibility for the design and implementation of programs assisted under the chapter shall be mainly that of local educational agencies, school superintendents and principals, and classroom teachers and supporting personnel, because they have the most direct contact with students and are most directly responsible to parents.

Advisory committee requirements. In February 1982, under the requirements of ECIA and California state statute (State Chapter 1186, Statutes of 1981, AB 2185), Governor Brown appointed 32 members to the Governor's Education Consolidation and Improvement Act (ECIA) Chapter 2 Advisory Committee. As required by law, advisory committee members represented the general and educational interests of seven groups. These groups, and the number of advisory committee members representing their interests, are as follows:

Public and private elementary and secondary school children (7)
Classroom teachers (5)
Parents of elementary and secondary school children (6)
Local boards of education (2)

Local and regional administrators (7)
Institutions of higher education (1)
The legislature (4)

The state law also required the committee to meet and hold public hearings on:

- The formula for allocating a minimum of 80 percent of the state's Chapter 2 funds to the state's local education agencies.
- The distribution among authorized state-level programs of a portion not to exceed 20 percent of the state's Chapter 2 funds.
- The planning, development, support, implementation, and evaluation of state-level programs to be carried out with Chapter 2 funds.

State statutes required the committee to meet and hold public hearings on these matters and to advise the State Board of Education, the State Superintendent of Public Instruction, the legislature, and the governor, with recommendations to be submitted by May 1, 1982.

Advisory committee process. The following excerpt from the committee's final report and recommendations summarizes the process that the committee followed in its deliberations:

> The advisory committee agreed to meet for nine days between the dates of February 25 and April 16, 1982. Two of the meetings (in Burlingame and Los Angeles) included afternoon and evening sessions for public hearings for the purpose of providing the public with an opportunity to give input to the committee.
>
> Announcements of the public input sessions were mailed to 1,700 school districts, education organizations, and individuals throughout the state. In addition, the announcement appeared in various newspapers throughout the state. A total of 108 persons gave public input at these two sessions. Additionally, some 40 persons submitted written testimony.
>
> Staff members of the State Department of Education provided a framework to assist the committee in determining (1) a formula for the allocation of the LEA portion of the block grant and (2) the allocation of the state purposes portion of the block grant. Much of the deliberation of the committee revolved around these proposals. During the committee's discussion of this framework, alternative proposals developed by individual committee members were thoroughly considered and discussed as was the oral and written public testimony given during public input sessions.

The committee decided that a 60 percent vote of those members present would be necessary to constitute a committee recommendation in the final report. They also agreed that a two thirds vote of those members present would be necessary to reconsider a recommendation that had previously received a 60 percent affirmative vote. Finally, the committee voted to not include a minority opinion report with the final report but rather to attach individual members' minority opinions or concerns.

The committee discussed its responsibility to assist in "the planning, development, support, implementation, and evaluation" of the state-level ECIA Chapter 2 programs. To facilitate meeting these responsibilities, the committee has elected an ongoing chairperson and vice-chairperson and five other members to serve as a steering committee for final editing of the committee report and planning and scheduling future meetings of the Governor's Advisory Committee.

Report and Recommendations of the Governor's Education and Consolidation and Improvement Act (ECIA) Chapter 2 Advisory Committee, April 23, 1982, p. 2 (hereafter Advisory Committee Report)

The California State Department of Education (CSDE) participated in the process by providing ongoing staff assistance to the committee, developing background data on alternatives for the LEA allocation formula, and developing proposals for programs to be carried out with the state's portion of the funds. Three CSDE members served as committee staff. One member from the CSDE Executive Office served as the chief staff person. He coordinated all the activities, scheduling, and logistics and was elected chairperson (by acclamation) at the first committee meeting. The CSDE federal programs coordinator served as the committee's expert advisor on federal education issues and legislation. A member of the CSDE fiscal policy staff provided resources and assistance in developing formulas and projections of the impact of alternative funding formulas. Other CSDE policy makers and staff met periodically with the committee to provide information requested or to present the department's views on problems and issues addressed by the committee.

Background data on alternatives for the LEA allocation formula were prepared by the Office of the Deputy Superintendent for Administration, which is responsible for all fiscal apportionment and distribution services to districts and county offices. Staff created a database showing the amounts of federal funds in individual California districts received in 1981-82 for all programs consolidated in Chapter 2. This was an enormous task, since apparently no single office either in the U.S. Department of Education or in the CSDE had all the information. This 1981-82 funding information was used as the basis for developing and comparing several different allocation formulas. Differences in impact were especially important, since the CSDE read the equity portions of the law as meaning "equal negative impact."

For example, in 1981-82, education agencies in California received a total of $90 million from the programs consolidated by Chapter 2. In 1982-83, that amount drops to a little more than half, $42 million. Since the 1,042 school districts and 58 county offices in California have not benefited equally from the categorical programs affected by consolidation, the reductions will be disproportionately large for some agencies, such as Los Angeles Unified School District, which expects to lose between $7 million and $9 million. In contrast, some small and medium-sized agencies receive substantially larger amounts than they have in the past, and some agencies receive moderate amounts of "new" funds.

Alternative approaches to use of the state's 20 percent portion were developed by staff of the Office of the Deputy Superintendent for Programs. Seven Chapter 2 committees were established. These committees included all the current program managers for categorical programs included in Chapter 2 and many staff who managed these programs in the past. Attention was concentrated on preparing "packages" as part of a comprehensive option for dealing with state needs and priorities and for responding to most or all the populations, concerns, and interests addressed under Chapter 2. Each package also addressed the fact that some former participants in programs included in Chapter 2 (e.g., institutions of higher education in Teachers Corps or Teacher Centers projects) will not be direct recipients of Chapter 2 monies in the future. The packages provided devices enabling these types of agencies to participate (e.g., through direct grant competitions).

CSDE staff emphasized use of existing systems to expand or strengthen new program strategies (e.g., expanding resource center capacity, encouraging expansion of the consortium concept) and identifying services uniquely appropriate to the CSDE (e.g., providing minigrants to districts for exemplary programs and practices, brokering resources and expertise to districts from the extensive but often disparate sources across the state).

Through this process, a state purposes plan was developed and submitted to the committee on April 1, 1982. The state purposes plan identified seven priority needs, strategies for meeting those needs, the desired outcomes of the strategies, strategies for the state administration of the plan, and a proposed budget based on the maximum 20 percent allowable under the law ($8.4 million). The seven priority needs addressed by the state purposes plan are as follows:

- Strengthening Academic Curriculum and Instruction

  Improving Curriculum Content and Materials

  Improving Teacher's Instructional Skills and Competencies and Site Administrator's Instructional Leadership Capabilities

  Providing for Academically Appropriate and Well-Balanced Student Programs and Personal Services

  Increasing Effective Use of Educational Technology

- Youth Employment
- Improving School Climate and Attendance
- Parent Involvement and Parent Education
- Community Education
- Assessment, Research, and Evaluation
- School District Management Assistance

A consistent view within the CSDE is that CSDE plans went well beyond simply solving CSDE staffing and program issues. At the same time, given the number and variety of programs affected by Chapter 2 and the level of funding for the state purposes plan, the department neither expected nor received complete agreement on the plan from advisory committee members or from various individual and group observers of the process.

Similarly, there was no unanimity among committee members about the LEA allocation formula. However, all the committee's recommendations, which are outlined in the following pages, were approved by at least 60 percent of the membership, and disagreements were mediated sufficiently for the committee to complete and submit its recommendations.

Advisory committee recommendations. At the April 15-16 meetings, the committee agreed to the following recommendations by a 60 percent affirmative vote:

A. Regarding the LEA Allocation Formula

1. LEAs should receive an additional weight of two for AFDC [Aid to Families with Dependent Children] and LEP/NEP [Limited-English-Proficient/Non-English-Proficient] counts when the concentration of AFDC and/or LEP/NEP students exceeds the statewide averages.

2. Under the formula, LEAs should be guaranteed a minimum amount of $2,500.

3. A two-year phaseout provision should be included in the formula for Emergency School Aid Act (ESAA) programs and programs operated by County Offices of Education. The phaseout levels should be 65 percent in year one and 35 percent in year two (percentages apply to 1981-82 expenditure levels).

4. Eighty percent of the ECIA Chapter 2 funds allocated to California should be distributed to LEAs under the formula provisions of ECIA Chapter 2.

B. Regarding the State Purposes Portion

1. Twenty percent of the ECIA funds allocated to California should be distributed as follows:

$220,000 - Committees and boards
$6,380,000 - Department of Education K-12 activities

- Improving academic curriculum
- Youth employment
- Improving school climate
- Parent involvement and education
- Community education
- Assessment, research, and evaluation
- Management assistance
- State administration

$1,500,000 - Local participation minigrants
$300,000 - Teachers' centers grants

(Advisory Committee Report, pp. 4-6)

The amount listed for committees and boards covers expenses for the governor's Chapter 2 advisory committee, the State Board of Education, several commissions required by statute, and the Mexican-American Advisory Committee. The amount listed for the teacher centers' grants was voted at the April 16 committee meeting in order to provide partial support for the state's federally funded teachers' centers for one year while they seek funding from other sources.

Status of the advisory committee recommendations. The recommendations were submitted to the State Superintendent of Public Instruction, the State Board of Education, the governor, and the state legislature, as required by state statute. The State Superintendent, the State Board of Education, and the governor approved the recommendations without change. Since under California law all federal funds received by the state are reallocated through the state legislature's budgetary process, the legislature had the final decision when it passed the 1982-83 budget on June 30, 1982. The budget committees of both the Assembly and the Senate reviewed the advisory committee's report and accepted its recommendations with two changes, both of which were initiated by the Assembly budget committee: $200,000 (taken from the state purposes share of $8.4 million) was added to the LEA allocation amount, and $200,000 (taken from the $1.5 million for local participation minigrants) was earmarked specifically for the Constitutional Rights Foundation, a private group that received federal funds in the past under one or more of the consolidated programs. As a result of these changes, the total LEA allocation was increased to $33.8 million (representing 80.5 percent of California's $42 million in total Chapter 2 funds), and the state purposes portion was decreased to $8.2 million (19.5 percent).

The committee's recommendations were sent to the U.S. Department of Education (ED) in early May for review on compliance with ECIA requirements

and federal regulations. The U.S. Department of Education did not approve the LEA allocation formula, on the ground that prior-year ESAA allocation levels could not be used as a formula factor. An alternative allocation procedure was submitted, and California's Chapter 2 application was approved in September. Instead of 1981-82 ESAA grant figures, the final formula used a Desegregation Entitlement, computed as follows:

Desegregation Entitlement	= Enrollment +	Desegregation Factors	+	Other High-Cost Factors

In this formula, Desegregation Factors include the number of students moved for desegregation, the number of students undergoing court-ordered desegregation, and the number of students in magnet schools. The other high-cost factors are AFDC count, AFDC concentration, LEP count, LEP concentration, total minority count, and total minority concentration.

Impact of Chapter 2 consolidation and cutbacks. In describing the impact of the consolidation and cutbacks introduced by Chapter 2, it is important to note that their effects are very different for individual county offices and LEAs. Clearly, California's $42 million total 1982-83 Chapter 2 allocation represents only a very small percentage of the funds available to education agencies in the state, averaging less than $8 per pupil and amounting to less than 1 percent of the state's total educational expenditures. However, several factors make the combination of consolidation and cutbacks in funding especially problematic. These factors heavily influenced the allocation formula recommended by the advisory committee.

One factor is that, regardless of the size or nature of the reduction in funding that a particular LEA or county office suffers, there are no state funds available to replace the loss. The large state surplus that the California legislature used to fund schools after passage of Proposition 13 was exhausted in 1982. The 1983 state budget provides less than a 1 percent cost-of-operation increase for schools. Decreased state tax revenues in 1982 and an uncertain economy suggest that there may be even less state aid for schools in 1983. Some state legislators have indicated that future increases in state education funding will have to be tied to increased taxes. Given the tax reduction initiatives that voters approved in the June primary, it seems highly unlikely that proposals to increase existing state taxes or to create new state taxes would fare well at the polls.

Alternative means to increase education funds are not yet apparent. However, according to legislative observers, it is clear that comprehensive reform of California's education funding will be one of the principal issues to be addressed in both houses as soon as the 1983 legislature session convenes in January. Moreover, legislative efforts to accomplish such reform are expected to attract interest and support from groups as varied as state teacher organizations and business groups, such as the California Roundtable.

In 1980-81, LEAs and county offices, which together number 1,100 agencies, received a total of about $80 million for programs now in ECIA. In 1981-82, this total dropped to $46 million. The $34 million expected

for the LEA and county office share in 1982-83 represents a cut of more than 25 percent from the level of 1981-82 and of much more than 50 percent from the level of 1980-81, for a total two-year loss of $46 million, which cannot be replaced.

Another factor is that the 1,100 eligible agencies had participated quite differently in the categorical programs consolidated in Chapter 2. An analysis of the 1981-82 database prepared by the CSDE shows that more than 57 percent of the agencies received less than $5,000, while on a per-pupil basis more than 50 percent received less than $6. One county received only $86 in all.

In contrast, 97 agencies received more than $15 per pupil. The four largest recipients (Los Angeles Unified, San Diego City Unified, San Francisco Unified, and Stockton City Unified) received over $17 million in 1981-82, with Los Angeles Unified receiving almost $10.5 million for programs consolidated in Chapter 2. Of the 58 county offices, 16 received more than $50,000 each for programs now consolidated. The total for the 16 offices was almost $3.9 million, the average was $243,000, and the median was about $124,000. These 16 county agencies received 96 percent of all such monies awarded to California county offices and 7 percent of all funds awarded to the state.

Moreover, some of the programs now consolidated, such as the Emergency School Aid Act (ESAA), provided substantial amounts of aid to agencies with special populations and special circumstances. In 1981-82, ESAA alone accounted for 35 percent of the funding received by California school districts from federal programs consolidated in Chapter 2, although it went to only 29 districts. In 1982-83, these districts lose almost $18 million due solely to cutbacks resulting from Chapter 2 and loss of categorical ESAA funds. Again, no state monies are available to replace the lost federal funds, which often supported federal court orders for desegregation.

The impact of Chapter 2 on LEAs in 1982-83 is as follows:

- 13 percent of the districts lose more than one third of the funds that they received in the previous year.
- 10 percent of the districts lose less than one third of the funds that they received in the previous year.
- 43 percent of the districts receive an increase exceeding the minimum allocation of $2,500.
- 34 percent of the districts receive only the minimum allocation of $2,500.*

Among the districts that lose funds in the 1982-83 school year, one eighth stand to lose even higher percentages in the following two years, due to the desegregation entitlement phaseout. Over the next three-year

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* These percentages are for LEAs only. They differ slightly from percentages given in our interim report, which combined data for LEAs and county offices.

period, 29 California LEAs stand to lose $17.8 million due solely to the consolidation of ESAA in Chapter 2. Without the desegregation entitlement phaseout provision in the allocation formula, this loss would have taken place in just one year. All 29 LEAs serve high concentrations of minority students. The staff and students in these LEAs are perhaps the most obvious losers as a result of federal consolidation. Four major ESAA recipients--Los Angeles Unified, San Diego City Unified, San Francisco Unified, and Stockton City Unified--will be particularly hard hit. The ECIA Chapter 2 losses next year for these four LEAs will exceed $4.8 million--a loss five times as large as the combined gains of all the California LEAs that receive only the minimum $2,500. Even if there are no further federal cuts, by 1984-85, these four LEAs may sustain a loss exceeding $9 million when compared to 1981-82.

However, a much broader set of LEAs that serve above-average concentrations of students from low-income groups and concentrations of students with limited or no English proficiency will gain ECIA Chapter 2 funds next year. And, assuming level funding for ECIA Chapter 2 over the next two years, these high-concentration districts will continue to gain. However, the high-concentration LEAs also tend to be major recipients of state and federal compensatory education funds. These districts fear that the ECIA Chapter 2 gains that they may make in 1983-84 could be offset many times over if planned federal cuts in funding for ECIA Chapter 1 are actually made.

Losses suffered over the past year by the 16 county offices that so successfully competed for federal categorical funds in the past are also cause for concern. Under the Chapter 2 formula, their funding has been reduced by about one third in 1982-83, and it will be reduced by another third in 1983-84. If Chapter 2 funding remains level, these 16 offices will receive an aggregate of $100,000 in 1984-85--less than 3 percent of the 1981-82 total, which was almost $3.9 million--for an average of $6,000 per office. None of the 58 county offices will receive more than $24,000.

While 23 percent of the 1,100 agencies eligible for Chapter 2 money in California suffer some dramatic losses, the 77 percent that receive level funding or new money are likely to find that the money is inadequate to maintain organizationally important programs, such as Teacher Centers or Teacher Corps programs, or to start or in some cases to maintain innovative programs similar to those previously funded as categorical programs (e.g., by Title IV-C). The minimum federal allocation of $2,500 will not offset level state funding in 1982-83 or the cuts in state funding that seem likely in future years.

State Cutbacks, Consolidation, and Deregulation

This section summarizes changes in state-level funding, program coordination, and regulation requirements and the effects and responses that have occurred over the past year in two areas: special education and the School-Based Program Coordination Act (AB 777, 1981).

Special Education

California has traditionally provided special state funds to help school districts to provide special education services. Despite this assistance, virtually all school districts have had to use their general purpose funds to provide services required by state and federal law, although the amount of general funds that individual districts have used for special education varies widely across the state. When the final version of the California Master Plan for Special Education was passed in the 1980 legislative session (SB 1870), new state funding formulas and modified eligibility criteria were included in some areas to avoid further encroachment on district general funds and also to allow for expansion of district special education programs. However, these provisions were never funded in accordance with the law. As a result, in April 1981 the state was faced with a $117 million deficit in special education funding for the $1.245 billion in services required by the Master Plan. Since California law requires a balanced budget by the end of each fiscal year (June 30), the legislature had to act quickly to avoid a deficit in 1980-81 and to reduce the chances for further deficits in 1981-82. The legislature responded to this emergency with SB 769, which cut requirements for services of classroom aides, reduced the required number of program specialists, and reduced state responsibility for paying for other legislatively required services. Reductions in state fiscal responsibility did not actually lower costs at the local level. They simply reduced the projected state deficits for 1981-82. At the same time, SB 769 increased district-level problems in recalculating special education costs with the new criteria that it introduced and in reducing or eliminating the growth of special education programs.

In July 1982, the legislature passed SB 1345, which provided an additional $35 million in financial assistance for special education and attempted a further reduction of mandates for special education in California. There has been some reaction from advocacy groups, but no responses have been made formal. In response to the changes introduced by SB 769 and in anticipation of further reductions in federal funding, the Special Education Alliance of California (SEAC) was formed to develop a legislative platform that provides a sound, long-term fiscal base and program structure for special education in the state. Thirty-two organizations were represented at the organizational meeting on February 16. Although at the outset the chief participants were statewide organizations (such as the California State Federation of the Council for Exceptional Children and the Association of California School Administrators), the alliance also expects growing support from local and regional organizations (e.g., school districts, county offices of education).

A special education program administrator at the CSDE described some consequences of reduced funding for special education in the state: "The decrease in special education funding has made an impact on the personnel development programs in California. In particular, the Special Education Resource Network (SERN), one of the major delivery vehicles for California's Comprehensive System of Personnel Development, has experienced serious cutbacks in providing personnel development services on a regional and statewide level. While meeting federal and state mandates for providing personnel development services, the reduced funding has resulted in less personnel time, including support staff time, a reduction in travel budgets for trainers, and severe limitations on outside consultant time for all nine regional SERN units, as well as for the five special training centers. Also, because of these cuts, less money earmarked for staff development is being given to LEAs."

School-Based Program Coordination Act (AB 777, 1981)

In December 1980, the CSDE began working with a variety of California education groups to develop new school finance proposals to present to the state legislature that would both complement and anticipate changes in federal education programs being proposed by the Reagan administration. One result was the formation of Citizens for Education, a coalition of education groups and other groups with strong education interests, that is working to influence state legislation on school finance and educational programs. Twenty-four organizations are represented on the steering committee, including the Association of California School Administrators, the California Association for Bilingual Education, the California Association of School Business Officials, the California Teachers Association, the California Federation of Teachers, the League of Women Voters, and the California Tax Reform Association.

Citizens for Education supported AB 777, which was passed by the state legislature on June 28, 1981. Among the numerous school finance provisions of this bill, which went into effect on January 1, 1982, was the School-Based Program Coordination Act (Chapter 12), which includes five articles that local districts can use separately or together to increase their flexibility in implementing requirements of the California Education Code. Article 1, Intent, spells out the general purpose of the act:

> It is the intent of the Legislature to provide greater flexibility for schools and school districts to better coordinate the categorical funds they receive while ensuring that schools continue to receive the categorical funds to meet their needs.
>
> It is further the intent of the Legislature to focus the authority to exercise such flexibility at the school level, with the approval and under the policy direction of the governing board.

Under Article 2, Waivers, school districts are given authority to waive, with the approval of the State Board of Education, almost any

portion of the state education code. The three portions of the code that may not be waived are identification and assessment criteria required by specific categorical programs (e.g., bilingual education criteria), the school finance and employee rights provisions of the code, and the student rights provision of the code. The law requires the State Board to grant the district waiver request unless one or more of the following conditions exists:

- The educational needs of the pupils are not adequately addressed.
- The waiver affects a program that requires the existence of a school site council, and the school site council did not approve the request.
- The appropriate advisory committee did not have an adequate opportunity to review the request.
- Pupil and teacher protection is jeopardized.
- The request would substantially increase state costs.
- The exclusive representative of employees, if any, was not a participant in the development of the waiver.

Moreover, if the State Board of Education does not act on a waiver request within two meetings after it receives the request, the waiver is automatically approved for one year.

Two important points should be noted about Article 2. First, in spite of the nearly universal waiver authority permitted, the laws are still in force. As one former legislative staffer emphasized, "the legislature did not repeal these laws [nor did it] intend a wholesale circumvention of the law, but a means by which districts and schools could effectively adjust the law where it does not meet the local situation." Neither does the waiver legislation provide an opportunity for casual waiver requests. To the contrary, extensive local planning and approvals (e.g., from the appropriate advisory committee, the employee representative, and the local board) are required as part of the waiver process.

Second, although the language of the law places the burden of disapproving a request on the State Board of Education, the local agency has the burden of proving the validity of the request if there is opposition at the local level that was not considered in planning for the waiver request.

Article 3, School Plans, allows schools to coordinate funds from one or more of 11 state categorical programs in order to conduct a single schoolwide program. The process required for developing the schoolwide program is similar to the process used in the California School Improvement Program (CSIP). That is, if a school wants to take advantage of Article 3, a school site council must be established to develop and

approve the plan before it is submitted to the local board for approval; if a school already participates in CSIP, the CSIP council can serve as the school council. The 11 categorical programs that can be coordinated for a single schoolwide project are:

- School Improvement Program (AB 65)
- Economic Impact Aid--State Compensatory Education
- Miller-Unruh Reading Specialist Program
- Gifted and Talented Education
- School Site Special Education
- Conservation Education
- School Staff Development Programs (AB 551)
- Classroom Instructional Television
- Career Guidance Center
- New Careers
- Cadet Corps

In general, the process of allocating the categorical program funds from state to district and from district to school remains as it was prior to passage of AB 777. Similarly, requirements for collecting and reporting data to support categorical funding allocations remain as they were. However, districts have been advised to proceed with caution in including the state compensatory education programs and funds in their plans until questions about provisions of the federal Chapter 1 program have been resolved.

Article 4, Advisory Committees, allows multiple advisory committees to be consolidated where the committees agree that their functions overlap unnecessarily. Note that the delegation of functions from one committee to another is solely the choice of the committees involved; consolidation or reassignment of functions cannot be made by the local governing board or by the school site council alone, and there is no penalty for not consolidating. An advisory committee can delegate its responsibility to the district programs advisory committee or to the school site council for a period of up to two years. The provisions of this article apply only to advisory committees associated with state law.

Under Article 5, State Administration, the consortium provisions of the California School Improvement Program (AB 65, 1977) are expanded to apply to the school plan provisions set forth in Article 3. Under these provisions, "two or more school districts may apply to become a consortium for the purposes of conducting the school plan reviews, program reviews, and program assistance required by this chapter" (Chapter 12).

Approximately 125 inquiries about school plans have been received, and some 40 plans have been submitted by 20 districts, with one district submitting 11 plans. In 11 plans, all applicable funding sources were to be coordinated, but the others included no more than two sources or extended CSIP plans from K-3 to K-6 or K-8. The CSDE administrator who reviewed the plans had no firm estimate of how many AB 777 plans to expect, but he anticipated that almost all would concentrate on expanding CSIP to K-6. He also anticipated that "most districts will do the best they can to sit tight. With falling federal dollars and uncertain state

funding, the money threat means that few districts will make new initiatives or expand services. Some districts will look at Part C of Chapter 1 to see how to bring money to schools, but not many will do that, because there is no new money. Part of any money available may be used for low-income students wherever they are. Hanging on is the best one can do now."

By the end of October 1982, 691 waivers had been requested. Waiver requests included changes in ADA calculation formulas, sale or use of property, use of school property, elimination of the reduced-price meal program required for summer school, and increases in class size. The last issue is important in that it can produce significant fiscal changes for districts. The CSDE penalizes districts that exceed a recommended class size; AB 777 allows this penalty to be waived. To date, requests involving class size have been limited to minor alterations, but a request for major changes in a large district was to be considered in November. The final decision can have important consequences for other districts.

As of January 1, 1983, AB 777 will not exist as law. SB 968 (1982) will replace it. A program officer explained the situation: "We were under court challenge for our interpretation of AB 777, Article 2. We had purposefully interpreted it broadly. We really weren't on very firm ground, and we were in lawsuit, so the legislature saw fit to move the waiver authority to where it was no longer under the interpretation challenge. As of January 1, it becomes Education Code 33050. The changes are not very broad. They did take some bilingual features out. The construction industry lobbied so that schools cannot use their own labor pool over a prescribed maximum; that moved it out of the Education Code entirely."

Inservice Education

This section describes what we saw occurring as various types of organizations planned for change. Although these descriptions are only vignettes and by no means complete, they indicate the variety of responses that education agencies at all levels have already made or are planning to make in response to existing and impending cutbacks, consolidation, and deregulation.

Substantial reductions in the state budget for 1982-83 make it likely that extensive revisions in budgets, programs, and priorities will be required at all levels.

State agency staff have begun to implement the CSDE's state purposes plan for Chapter 2, which includes an important staff development component (Improving Teacher's Instructional Skills and Competencies and Site Administrator's Instructional Leadership Capabilities). However, in mid March, travel funds for all CSDE staff were cut in half, and a hiring freeze went into effect in an effort to reduce year-end deficits. The new state budget made a $3 million unallocated cut in the department's general fund; in addition, travel funds were cut by 25 percent. Thus, personal

field contacts between CSDE consultants and LEA staff, a primary mode of CSDE operation, have been severely curtailed. Although the department has not announced plans for staff layoffs, the hiring freeze is likely to continue, and vacancies due to normal attrition almost certainly will not be filled. The overall result will be less money, fewer people, and less personal contact with which to carry out CSDE programs and responsibilities.

Many county offices endured large cuts in state general purpose funding for 1981-82. Indeed, some suffered cuts of as much as 25 percent. As a result, many county offices are actively redefining their roles and services, becoming more entrepreneurial than they have been in the past. Priority setting is a major activity this year in county offices, because there is not enough money to provide all the services in their repertoire.

A similar picture exists at the local level. In many districts, cutbacks in state funds have resulted in staff layoffs and reductions in many central office services. In districts for which Chapter 2 has meant substantial reductions in their level of federal funding, some staff development projects have been drastically curtailed or eliminated.

This is the context in which staff development programs, services, and activities are being implemented at the state, intermediate, and local levels. Summaries of what we found happening at various locations in Northern California follow. The data are by no means complete or generalizable. Instead, they offer "snapshots" of specific responses in California to federal and state educational policy shifts as these responses affect staff development.

California State Department of Education

California has a history of supporting staff development as a key component of school improvement. Since 1976, state funds have been used to establish regional centers for technical assistance, training and information dissemination. Twelve School Resource Centers served as regional technical assistance providers and linkers, offering workshops and resource bank brokering services to local education agencies. Seventeen Professional Development and Program Improvement Centers (PDPICs), located throughout California, specialized in staff development training programs and workshops for teachers and administrators. In addition, 17 California Writing Projects are supported by state funds, and there were seven federally funded teachers' centers.

In the past, the CSDE's Office of Staff Development has nurtured and supported all these staff development programs. It sponsored statewide conferences on staff development, encouraged networking among the various types of centers, and provided individualized services to center staff on request. In addition, the CSDE worked with state legislators to maintain and increase philosophical and financial support for staff development activities.

More recently, two statewide staff development efforts have emerged from different directions as high priorities. One is included in the

CSDE's Chapter 2 state purposes plan. It focuses on assisting teachers and administrators to improve their teaching and instructional leadership skills. The other is part of the elementary and secondary education initiative in the governor's Investment in People program. Both efforts involve cooperative participation among the CSDE, school districts, county offices, and colleges and universities. Both efforts are being implemented this fall under the administration and coordination of the CSDE. The summaries presented here are based on the initial plans for each program.

State purposes plan. During the meetings of the state's Chapter 2 advisory committee, staff development received considerable attention. Indeed, some members argued that the state's whole 20 percent set-aside should be used for staff development. The prevailing view within the CSDE is described by its Director of Staff Development: "When the block grant issue came up, we began to think about what our role ought to be. We thought about what we do now and what we should be doing. We set the state policy, and we can coordinate within the state. We have the ability in accounting and budget matters to manage initiatives from the state. We have developed proposals to implement our capability by departments--it became obvious that staff development was a critical aspect of the state effort. It's much more important than I had thought it might be. A lot of people are interested in it. So, I see an important role for the Office of Staff Development."

In contrast, many people, both within the CSDE and in other agencies, doubt that staff development or other school improvement support efforts will receive more than token attention from most education agencies. Instead, they predict that any new or extra monies, such as those provided by Chapter 2, will be used in any legally possible way to fill gaps in fundamental programs and services, and they claim that few administrators see staff development as an essential effort or as critical support for basic classroom programs.

Nevertheless, an important feature of the Strengthening Academic Curriculum and Instruction component of the CSDE's Chapter 2 state purposes plan is the staff development element, Improving Teacher's Instructional Skills and Competencies and Site Administrator's Instructional Leadership Capabilities. After identifying the need for staff development based on expressed needs of teachers and administrators, CSDE experience and observation in the field, and data from recent research studies (e.g., the California Staff Development Study, the SRI Teacher Corps Evaluation Study, the CSIP evaluation report, and the Beginning Teacher Evaluation Report), the CSDE plan outlines the following solution strategies and anticipated outcomes:

Solution Strategies

Local Plans for Staff Development

The Department, in coordination with county office personnel, university professors, and directors of staff development programs, will develop materials that describe the essential components for successful staff training and development.

This effort will be aimed at achieving:

- A district staff development policy with commitment to a sound instructional program. This commitment should be expressed and supported organizationally from top to bottom.
- An assessment process based on student deficiencies that determines the content and participants for training.
- A system of incentives, both intrinsic and extrinsic, which serve to motivate teacher participation.
- A strategy which includes follow-up and supervision of instruction to ensure that the training has been mastered and implemented.

Teaching Skills and Clinical Supervision

The Department will coordinate with institutions of higher education, county offices of education, PDPICs, and others to identify and develop training packages/modules which address effective instructional techniques such as:

- Increasing time on task
- Improving lesson design
- Increasing interaction between teachers and students
- Developing relevant curriculum content
- Having effective classroom management
- Improving environment
- Studying the effects of instruction on students
- Addressing high standards of expectation

The existing PDPICs and other training centers will increase their capacity to train cadres of teachers to implement the above techniques with School Improvement, Special Education, categorical resources, AB 551--Article 1, and other staff development programs.

Staff Development Clearinghouse

The Department, in cooperation with county offices of education, will establish and support a statewide clearinghouse for information on staff development programs and activities. . . .*

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* The Staff Development Clearinghouse, located in the San Mateo County Office of Education, has just begun to operate as a source of information on the use of technology in schools and on staff development to that end. Financial support for this activity is provided by Proposal 3 of the Investment in People program, which is described in the next section. An electronic linking project will also be supported; the awardee has not been identified yet.

Outcomes

- As policies and plans for effective staff development programs are developed, schools will increase their capacity to provide appropriate, in-depth training for instructional staff and administrators.
- As cadres of trainers are developed statewide, local school staff development programs will have access to training in teaching skills and clinical supervision.
- Local staff developers will have the ability to readily access statewide resources and programs.
- Existing centers and newly formed consortia of school districts will offer additional comprehensive training opportunities, including those offered by universities and business/industry.

(ECIA Block Grant Chapter 2: State Purposes, March 1982, draft, pp. 4-6)

Investment in People program. Early in January 1982, Governor Brown announced the Investment in People program as part of the budget that he was submitting to the state legislature. The program contained four education initiatives that focus on improving education and providing job training in technology-related areas:

- Improving mathematics, science, and computer education in elementary and high schools
- Providing high technology job training in community colleges
- Expanding engineering and computer science instruction in universities
- Providing employment-based job training for welfare clients and displaced workers.

All four education initiatives received the tacit approval of the legislature when it passed the final state budget for 1982-83. However, as for all other programs, the final allocation for the total program was cut substantially--from the governor's proposed $47 million to $25.7 million.

The elementary and secondary education initiative contains three proposals. All three emphasize staff development and related support activities. Although all three proposals were approved, funding was cut from the requested $19.6 million to $9.7 million. The following summary is of the activities proposed by the governor and approved by the legislature.

Four million dollars, plus $1.7 million from a previous allocation, were allocated to establish 15 regional Teacher Education and Computer (TEC) centers. The 12 existing State Resource Centers and the 17 Professional Development and Program Improvement Centers were consolidated in order to build on established resources and expertise and to upgrade the resulting TEC centers' ability to train teachers in science and math.

The TEC centers will be run by local policy boards composed of representatives of all interested groups or organizations; the majority of representatives will be classroom teachers. The TEC centers will have prime responsibility for developing summer institute programs in cooperation with regional institutions of higher education and other qualified agencies. During the school year, the centers will provide inservice training based on user needs and interests.

TEC centers will also establish Computer Demonstration Centers in their region. Computer Demonstration Centers will focus on providing computer literacy training to both teachers and students. In addition, they will provide teachers with training in interactive computer learning and evaluate software.

Proposal 1 also establishes TEC retraining scholarships. The purpose of this program, to be coordinated by the TEC centers, is to provide retraining for high school mathematics and science teachers so they can fill vacant positions or positions previously filled by teachers working outside their field on emergency credentials. Participants will receive tuition and stipends for ten units of university courses that meet credentialing requirements.

Proposal 2 focuses on school staff development. Funded at $2.9 million, it will pay for summer teacher stipends or inservice release time and compensation. Schools will receive these funds directly as a supplement to state CSIP funds and state staff development funds (AB 551). Schools can receive up to $7 per ADA for teacher training in mathematics, science, and computer education after a school site council composed of teachers, parents, and administrators has prepared a staff development plan for the school. Teachers in grades 7-12 will have priority for these funds for two reasons: The greatest immediate need for improved and increased mathematics and science instruction is at the high school level, and teachers at this level have had fewer training funds available in recent years. The proposal also provides that up to 25 percent of a school's funds can be used for teachers' classroom instructional materials, including computer software, science equipment, and mathematics and science textbooks.

Proposal 3 creates instructional development and exemplary projects. It was included to provide the instructional support required to upgrade teachers' technological literacy skills. The $2.3 million approved for this proposal will be used to meet the costs of providing summer institutes and other programs for teachers. An advisory council on technology education composed of education, business, and labor representatives will review applications from agencies that propose such programs and make the funding allocations. The council will also be responsible for using a portion of the funds to support exemplary projects designed "to motivate

and help students, improve curricula, or meet other needs in math, science, computer education, telecommunications, or related education needs." Finally, the council will be responsible for contracting for evaluation of all projects funded during the year, for reporting the effectiveness of each project to the state legislature, and for recommending an appropriate level of funding for the following year.

Responsibility for administering K-12 programs has been assigned to the CSDE. The costs of administration, including advisory council costs, are covered by a $400,000 allocation.

County Offices of Education

County offices are caught in the middle of the organizational and functional changes resulting from state and federal consolidation, cutbacks, and deregulation. State funding reductions in 1981 affected some of these agencies more dramatically than they did others. All the county offices that we have observed, however, seem well aware that the future is not likely to allow business as usual. How they are integrating this perspective into their current activities and future plans is quite varied, as the following brief descriptions show.

Oceanside County. The Office of the Oceanside County* Superintendent of Schools faced a $500,000 budget deficit for FY 1982 as a result of legislative cutbacks in summer 1981. So, staff are taking a hard look at their existing activities and reformulating strategies for next year. A two-day retreat was sponsored by the county office to enable its administrators from special services, general services, and business services to work with a facilitator in setting priorities for the future. Some tough decisions lie ahead, and the county superintendent wants his staff to be in the best possible position to make them.

A mission statement was developed as a result of the retreat. It called for a partnership in education among the county office, schools, and communities. It emphasized the rich variety of resources available in Oceanside County for educational maintenance and school improvement. In addition, it established four priority areas for the county office: curriculum development, inservice training, instructional programs that cannot be provided by local schools, and business administration services.

The county office felt that the mission statement would serve a number of purposes: It would enable logical thought to contribute to decision making and reduce the possibility that crisis management strategies would be necessary later in the year. It would communicate county office priorities clearly to the public. And, it would provide a lever or justification for the county office to do what it chooses.

The FY 1983 budget was prepared by the middle of March. A pre-existing countywide curriculum council took part in this process by

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* Oceanside, Wine, Cliffs, and Bayview are fictitious names for real California county offices.

reviewing proposals developed by county staff. Each proposal was required to show how it related to the established priorities, to cite funding sources, and to describe activities and services to be implemented. Involving the curriculum council enabled each internal proposal to be considered in the context of an overall countywide effort. As one staff member pointed out, this process avoids the possibility that "feifdoms" will emerge during the budget crunch.

Even before the March 19 deadline for budget recommendations, staff were suggesting some changes. For instance, in order for the audiovisual services to pay for themselves, districts would have to pay for labor and materials, equipment repair, and film rental. Further, the Outdoor Education program, which used to receive a $40,000 contribution from the county office, would have to be supported entirely by local schools. "There's bound to be a certain amount of fallout," predicted the county office consultant. "By March 19, we'll have our budget recommendations. Then we'll see how the LEAs go along with it."

How will the county's existing staff development program be affected by impending cutbacks and reorganization? On the one hand, two of the four county office priorities--curriculum development and inservice training--are clearly related to staff development. On the other hand, county staff believe that program cuts are inevitable. "What we can no longer do ourselves, districts won't be able to pick up," commented one person. "In the long run, there will be cuts in staff development services. Local schools won't use their block grant money for staff development, and we won't be able to do as much as we used to. But, even with the cuts, maybe we can do something creative."

Wine County. This county office has had exceptional success in winning state and federal grant competitions that enabled it to fund staff development programs. Although special education has occupied much of the concern at the county level and the total number of administrators has decreased from 14 to 8 over the last three years, an energetic, entrepreneurial staff development coordinator has initiated a number of innovative programs with state and federal funds. During the 1980-81 school year, there were six staff development projects at the Wine County office:

- A state-funded Professional Development and Program Improvement Center.
- A state-funded School Resources Center that Wine County operates in collaboration with neighboring counties.
- Wine County participated in a two-year federally funded Title II basic skills project. Funding ended on June 30, 1982, when Title II was consolidated with other federal categorical aid programs in ECIA Chapter 2. However, project participants considered the services so valuable that they identified limited local funds (e.g., district School Improvement Program funds) to continue project services after federal funds ceased.
- A state-sponsored Title II basic skills project at the secondary level. This project was terminated on June 20, 1982, as a result of ECIA Chapter 2.

- A Title IV-C funded project that trained teachers and administrators in instructional skills and clinical supervision strategies. Funding ended in June 1982. However, cadres of trainers will continue training in six districts--two in Wine County and four in a neighboring county that has shared participation and support for the School Resource Center.

- Wine then developed a proposal, funded by NIE, that interrelated the experiences of the Title IV-C project with academic learning time concepts. Currently, the project is conducting experimental programs in two schools. Since October 1, 1981, the county staff development specialist has been working full-time on this project.

Here, we see one county with an unusually innovative and entreprenurial staff member implementing six staff development programs in 1981. Federal funding for three of these projects ended in July, and state funds for two projects may be reduced. The county's staff development director, however, remains undaunted: "People will voluntarily keep the projects going that get block-granted if they see that the activities have been worthwhile. They get the money from somewhere. But, if the project hasn't had enough time to prove itself, the whole thing gets dropped. There's so much competition for the available money."

Cliffs County. A new emphasis on planning and an overall stocktaking best describe recent activities at the Office of the Cliffs County Superintendent of Schools. Here, the superintendent believes that cutbacks at the local and intermediate levels have increased the need for research and evaluation activities that can direct allocation of the limited resources. As a result, the county's cooperative schools program has hired a full-time program planner/evaluator. The 12 LEAs (of a possible 23) who take part in the cooperative have access to this planner/evaluator. Eventually, the county office expects to pay for this new position out of its own general fund, but for now the position is supported by the cooperative.

Why the new focus on planning? For a long time, county office staff noticed that school districts had a tendency to muddle through the school year, reacting to crises as they arose. There was no evidence of long-range or contingency planning in response to Proposition 13 or to other state and federal initiatives. "We're trying to nudge them out of the muddling through syndrome and into a more thoughtful approach to planning," commented the cooperative director. "A program planner/evaluator can help schools obtain the information they need, then use it for decision making."

After state funding for county offices was cut in summer 1981, these agencies became more aware of the need to publicize the services that they make available to local schools: "County offices have to provide evidence that they offer services to districts that wouldn't have them otherwise. People are saying that county offices serve no function and can therefore be eliminated to reduce costs."

To justify its existence and to support educational planning in the schools, staff of the Cliffs County office are redefining their roles. The cooperative director, for instance, has fielded questions about federal consolidation legislation since summer 1981. He encouraged

schools not to wait until the last minute to decide what to do with Chapter 2 money. "Political decisions are usually not in favor of small schools, such as the ones we have here. But, they may get more money from Chapter 2, because they haven't participated in many title programs. We'll see." The Cliffs County office intends to approach cutbacks, consolidation, and deregulation as an opportunity, not a crisis. Its staff development emphasis will be on program planning and evaluation to support decision making in these turbulent, ambiguous times.

Bayview County. Perhaps the most actively innovative and rapidly responsive county office that we looked at was the Office of the Bayview County Superintendent of Schools. Our data go back to March 1980, when we interviewed staff in the agency's Instructional Support Services Unit (ISSU). We visited them again in September 1981 and February 1982. A summary of the 1980 and 1981 perspectives shared by ISSU staff is offered here. A description of their current processes and activities follows.

Optimism pervaded the current activities and future plans of the Instructional Support Services Unit in spring 1980. A countywide needs assessment had been conducted, yielding 18 concerns clustered into three groups. Task groups of county office staff had been formed to address county needs and to develop action plans for individual staff members. The county office prided itself in its active involvement with the California School Improvement Program, its widely used local decision-making packet and planning model, and its recently funded School Resources Center. The ISSU was actively performing its major function: providing staff development, technical assistance, and information dissemination to the schools that it served.

Two years ago, the Bayview County office had the resources to make instructional support for local schools a priority. Staff were actively providing multiple free services to educators throughout the county. Their planning time was spent discussing how local needs could be met more effectively, and there was little need to justify their existence. As the ISSU director commented: "We have informal cooperation among [county office] staff with the creative sense to meet individual LEA needs. It's my job to keep the [county office] bureaucracy out of the way, so we can do all that we want to. I have to balance keeping the staff creative and working with keeping the administrators supportive."

The story was very different in September 1981. The state legislature had just reduced its appropriation for county offices. The Bayview County office faced a 25 percent reduction in its capital outlay funds, and the Instructional Support Services Unit was confronting a $165,000 deficit for the 1981-82 school year. In September 1981, no one was sure which direction to take.

On the one hand, ISSU staff were keenly aware of the valuable services that they had been providing. As one person put it: "County offices are the only bastion left for instructional improvement. Principals and central office staff can't--or don't." But, she continued, "[local] school boards don't know what the county office is doing. They're amazed at how often county office staff get into districts."

On the other hand, staff felt that their traditional roles and functions were in danger of preemption by consultants from the California State Department of Education. One county agent asserted: "Neither the legislature nor the State Department of Education recognizes that they have a county office/intermediate agency network. The state department is communicating directly with consortia [of local school districts] and bypassing the county offices."

We see, then, that funding cutbacks and a resulting large deficit for the program disturbed ISSU in fall 1981. Survival, not growth, became the central concern.

What happened in the next five months? Retrenchment and redefinition took top priority as the unit pulled itself out of the deficit. Some progress has been made: "To keep from laying off staff, our unit agreed to raise $165,000 this year. We've come up with three quarters of the money since November." But, finances were still a concern, the ISSU director continued: "It's a monetary issue. What will keep the county office going if the legislature cuts back even more? It's also a survival issue. The finance unit [in the county office] wants to keep people by selling data-processing services to the LEAs. Now, Instructional Support Services is competing with Finance for limited school district dollars."

What had once been an active county office technical assistance program is now in danger of being greatly reduced or eliminated. Because districts in the county seem to be more willing to spend money for data processing than for instructional support, the former may become a county office priority. Information from an ISSU staff member elaborates on this concern: "We [the Instructional Support Services Unit] are in danger of being cut totally. We're not moving project staff onto the county budget, so the concept of a core group on regular money was lost. Anyone not on a project has to become self-supporting. Some staff haven't come up with the money. If cuts come, they'll have to go."

For the present, the Instructional Support Services Unit is holding its own. Staff have negotiated individual work plans with the unit director that focus on two key areas: delivering services and developing funding sources. Staff have also been assigned to one of three teams: foundations and grant writing, workshop development, and publications dissemination. The focal question most staff are asking is, How can we get districts to contract with us for services? This question is complicated by the fact that services were provided in the past for free or at nominal cost. Now, some districts have less money to spend for such frills as instructional support for school improvement.

There is a keen awareness on the part of Bayview County ISSU staff that times have changed. They have adopted an entrepreneurial approach to service delivery, finding ways of marketing their services and expanding their client base. One consultant mused: "Part of marketing is giving a sample. But, how do you draw the line and say, 'That's all the sample you get?'" Staff who are not supported by project funds face one certainty in their future: Either they individually bring in enough money to pay their salary, or they are out of a job. The context in which ISSU now

operates was summed up by a consultant who said, "Cutting back has forced us to look at what we've been doing. We can't stay the same and survive."

Local Education Agencies

Butterfield. Three years ago, Butterfield Unified School District* eliminated its Office of Staff Development and its Research and Evaluation Unit in response to the funding cutbacks that followed passage of Proposition 13. The resulting lack of central office coordination of staff development activities ended in November 1981, when the district board of education established a new Division of Staff Development, Curriculum, and Program Evaluation. In the interim, staff development services were provided in three main ways:

- The district's curriculum department conducted workshops for teachers and administrators on curricular aspects, such as textbook selection and the new math. Staffed by 30 teachers who hold the title of curriculum specialist, this department, which is now in the new division, continues to provide the primary repertoire of staff development services to teachers.

- A federally funded teachers' center in the district offered a variety of workshops and curriculum support services to teachers. Inservice activities were conducted in response to a formal teacher needs assessment designed to identify subject areas in which interest was greatest. In June 1982, this center closed, owing to consolidation of the federal teacher centers program in ECIA Chapter 2. The Butterfield teachers center was not involved in district plans for Chapter 2 funds.

- Finally, categorical aid programs--Title I, ESAA, special education, bilingual education, and so forth--had their own priorities and staff development activities for teachers and administrators. There was no coordination of these inservice efforts. Considerable duplication of effort resulted from this fragmentation.

The new Associate Superintendent for Staff Development, Curriculum, and Program Evaluation inherited a tradition of minimal cooperation and coordination among district staff development service providers and staff of several federally supported programs scheduled for cutbacks, consolidation, and elimination as separate programs. One of his first tasks was to identify the myriad inservice functions sponsored in the district every year. To do so, he initiated a procedure requiring his approval for all staff development programs and workshops. By centralizing the approval process, he hoped to reduce some of the existing fragmentation and duplication of effort.

Long-range plans have been developed for the restructuring of services and programs within the new division. These are some of the changes that have been made under the plans:

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* Butterfield, Davidson, Willow Brook, and Fieldcrest are fictitious names for real California school districts.

- The curriculum department will be replaced by a staff of generalists, who will facilitate building-level curriculum development. The curriculum department is staffed by people who were identified as exceptionally good classroom teachers. It does not seem to hold in this district that success in the classroom guarantees success as a curriculum consultant. At least half of the existing 30 curriculum specialist positions will be eliminated. The other positions may then be traded to provide part-time internships that can train district staff to meet centralized district administrative responsibilities.

- The staff development program for existing and prospective school administrators is also being redefined. A special training program to help aspiring administrators to develop leadership skills has been established. Five series of ten two-hour sessions will be held for groups of 40 participants between now and the end of the 1982-83 school year. The end result will be a cadre of 200 people who can more effectively assume positions as principals, department chairs, and head counselors.

- During the past two years, 60 people have been appointed to administrative positions in the district. Currently, 35 of them participate in a series of 16 two-hour workshops to help them to improve their leadership and management skills. A support group component is central to this process, providing an opportunity for informal peer support and sharing.

- The district has about 300 people in staff positions, such as special education or bilingual resource specialists, who are working with teachers and principals. Inservice activities that teach consultation skills are being held for resource specialists, along with trainer-of-trainer workshops. The purpose of these activities is to improve the effectiveness of people in staff positions who consult at the building level.

- The new Associate Superintendent for Staff Development, Curriculum, and Program Evaluation is establishing a special working relationship with two high schools, where the principal and five faculty members have formed a team. He will help these two teams to identify their school's problems and devise alternative solutions.

- Numerous other staff development activities are either planned or under way, including reading improvement in middle schools for low-competency students, academic learning time programs in six elementary schools, recruitment and training of classroom substitutes, training for secondary-level science and mathematics teachers who are teaching out of their area, oral and written communication for bilingual middle school students, English as a second language for classroom teachers, and site-specific problem solving.

In summary, there is evidence in this district that staff development has gained momentum as a new priority. After being hurt by state-level fiscal cutbacks three years ago, the program is now on the upswing.

How have Butterfield teachers reacted to these cutbacks? In general, they do not distinguish between federal programs and state or local programs. They do, however, notice the effects of fewer funds. One teacher commented on her problems in this way: "Five languages are spoken in my classroom. Last year, I had 30 children but no aide. That's because the district required that all employees on federal support be retained in local support, so the neighborhood-based aides, who were on federal support part-time, are all gone."

Another teacher commented that teachers feel isolated: "Teachers talk about fewer supplies and less help, but they don't talk about the loss of bigger programs, like the teacher center. They aren't involved much beyond their classrooms. They only turn to each other for help when it's a special situation. Special education teachers tend to talk to their colleagues, for example, but regular classroom teachers don't. I think they fear that if they share something, they give it away; everyone's just a little afraid for their own protection."

The morale in Butterfield, at least among teachers whom we interviewed, is not high: "There's frustration," said one teacher. "Junior highs don't have department chairs, for example, so they have no time to think about new programs. Everyone just tries to hold on to what they have. No one looks for new ideas. They barely have time to get done what they have to do." Another teacher told us that "there's a feeling that 'I don't care about other programs.' It's not selfish, just a feeling of being locked into a position without a way out."

Perhaps things will change as staff development efforts increase and as the new Division of Staff Development, Curriculum, and Program Evaluation exerts its influence. For the moment, however, three years of hard times appear to have taken their toll on Butterfield teachers.

Davidson. Davidson is another large school district in Northern California. In November 1981, a new superintendent was hired to replace the one who had resigned almost a year earlier. The superintendent has been reorganizing the district, and staff in the central office talk frequently about how he is "shaking things up." No position is secure. The status quo is being challenged.

Staff development was not a priority in this district in the past. A full-time central office staff development specialist position was created only in November 1980. The person who currently fills that position spends most of her time trying to keep track of decentralized staff development activities being sponsored at the school building level.

Although approval and reporting forms have been created, the system is not yet well established. Building principals often submit their external consultant approval forms too late for action. By spring 1982, only a few staff development activity sheets had been submitted by the principals. Workshop evaluation and reporting forms also seemed to be ignored more often than they were completed.

The Davidson Unified School District prepared a Staff Development Master Plan in 1980. The plan addressed such issues as goals and objectives, program design, service and support strategies to assist schools, and evaluation of school site staff development programs; it included a 1980-81 teacher staff development calendar and forms. The staff development program in Davidson is targeted to the building level, as the introduction to the Master Plan shows: "The planning of staff development activities occurs primarily at the school site, with district support and assistance, as needed. . . . School site programs are designed to meet the unique set of needs, interests, and concerns of a total school. School site needs often coalesce across schools in a districtwide pattern, such as grade-level or job-alike needs and requests."

A revised district master plan for staff development was prepared for the 1981-82 school year, but the second-semester activities that it outlined had not been approved by February 1982.

There is further evidence of tardy implementation. The 1981-82 central office staff development budget of $100,000 was only half spent by March 1982. The $50,000 obtained from the district's general fund was almost entirely spent, because schools depend on the general fund to pay for workshops or consultants when they run out of their budgeted staff development resources. But, the $50,000 in Title I funds allocated for staff development had hardly been touched. The reason given for this was that "Title I has such complicated compliance regulations that the money is hard to use."

In Davidson, staff development is focused on the building level. A substantial number of Title I reading and mathematics specialists in the central office provide technical assistance to schools. There are four AB 551 schools, all at the secondary level: one middle school, one junior high school, and two senior high schools. Each AB 551 project in these schools has a staff development component. Federal and state basic skills projects also include staff development activities, as does an NIE-funded experimental time-on-task project in two schools. Attempts to coordinate these programs and others for a districtwide staff development effort have met with little success. Although everyone expects the new superintendent to make significant modifications, no one is predicting how his presence will affect staff development.

Teachers in Davidson feel the loss of funds as strongly as the administrators do. "We're operating in an atmosphere of bare bones," said one teacher. "It's a difficult and demanding job, yet we always feel we have to do even more with even less. We don't have money for field trips. Our supplies are running short. There's a paper shortage. It goes on and on."

Another teacher is less pessimistic: "My school is an SIP school, and that helps a lot. We get money for cooking and learning metrics that way. It helps provide instructional assistance, for field trips and other things. It's always a year-by-year program, which in itself isn't healthy."

When we asked where teachers go for information, we were told that the local university classes were helpful. We were also told that the teachers' center, which has been supported in Davidson district with local funds for several years, is important. "I haven't been there this year," said one of our informants, "but I do value it. I got a whole week of work on reading last year. It was just what I needed. But, this year I just don't feel I need to go there. Others do."

The central office staff development specialist is a former director of the district's teachers' center. Although its activities were not mentioned by administrative staff, teachers were aware of them. Perhaps as a districtwide staff development plan is initiated, the center will become increasingly central to such efforts. At present, although teachers perceive it as a teachers' center, it formally serves as a staff development center for all district staff.

Another aspect of public education that we examined in Davidson is the influence of state and federal funding cutbacks on districtwide activities. One of the staff members in the district's research department who is studying the effects of Proposition 13 on the district's educational program made the following observations:

- Proposition 13 has had subtle effects, many of which still go unnoticed by the public. For instance, the results of district staff layoffs are not immediately obvious to people outside the district office.

- Proposition 13 has decreased the power of the board of education. Board members now discuss where the district needs to cut back, not what programs can be built or improved. Board members also have become more interested in curricular issues. Some want to adopt a single-text, single-curriculum framework for the schools. The board is asking in essence, How can we do twice as much with half the resources? Board members are feeling the effects of public pressure to improve student test scores, although there is less money now than there was just a few years ago.

- In response to Proposition 13, the district instituted a hiring freeze that is still in effect. A freeze committee must now approve any exceptions to the policy.

- Proposition 13 also had a message for teachers: They were not doing their job. Unable to mount a counterattack to oppose allegations of incompetence, teachers have remained defensive, unorganized, and relatively powerless.

- The biggest effect of Proposition 13 is that educators "live in day-to-day fear of losing their jobs or being transferred. Everyone documents what they're doing. The status of the profession has decreased, as has teacher morale and motivation."

Willow Brook. One of the biggest staff development success stories in California was made possible in an entrepreneurial district with 24 schools that serve a predominantly blue-collar community. At one time,

state and federal funding for special-purpose staff development programs in Willow Brook totaled $500,000. Now, because of federal consolidation and reorganization of the state staff development service delivery system, funds for 1982-83 total $225,000. Nevertheless, staff development is still the top priority in Willow Brook. Teachers, administrators, board members, and central office staff talk about their innovative inservice programs and activities. In spite of the threat posed by cutbacks cutbacks, there is substantial optimism that staff development will remain a viable avenue to school improvement in the district.

At the core of the inservice network in Willow Brook is the Director of Professional Development. Former director of the district's Teacher Corps project, she assumed her present position in 1981.

Staff development is clearly the superintendent's first priority. Having worked in the district for more than twenty years, he accepted the superintendency in 1979 and continued to support the district's already well-established tradition of innovative staff development. He was described as being "the most committed and active superintendent in the state" with regard to staff development. He set aside 14 days each year to attend teachers' center activities with district staff.

The superintendent's priority is reinforced by the board of education. One board member who was interviewed commented: "The board is 100 percent committed to staff development in Willow Brook. We have all been to at least one workshop. Our principals are learning instructional leadership skills and are being encouraged from the top. We want them to be instructional leaders instead of paper pushers, but we know that, for that to happen, the central office has to change what it expects from them. That's happening." After consulting with advisory groups about priorities for the district's Chapter 2 monies, the superintendent recommended that $100,000 be set aside for staff development.

Another factor influencing the exceptional amount of staff development work in the district is the funding set aside for teacher released time. At the present time, federal and state categorical programs, such as ECIA Chapter 1 and the California School Improvement Program, help to pay for released time. Five percent of the district's Chapter 1 allocation, for instance, has been set aside to pay substitutes so that faculty can attend workshops.

Here are a few of the staff development activities offered in Willow Brook:

- Cycle A workshops provide teachers with a framework for the maintenance and improvement of instruction in their classrooms. The nine-day Teaching Effectiveness Cycle helps teachers to learn how to use instructional models designed around the district's criteria for effectiveness. Between each of the three-day workshops, members of the school site support team observe the teacher at work in the classroom and help the teacher to develop individualized objectives for professional improvement. The district asks staff to attend Cycle A before they participate in the Instructional Strategy Workshops. Cycle A provides a

common framework for further, more specialized classroom instructional improvement. It also offers a vocabulary for talking about teaching strategies in subsequent workshops.

- Eight different two-day Instructional Strategy Workshops are held every year. Topics covered in these workshops range from the Bay Area Writing Project and classroom inquiry methods to concept attainment and magic circles.

- Building-level support teams are trained in "support cycles" to prepare them for the classroom observation and teacher debriefing that they will do in their schools. Groups of 30 come to the Professional Development Center six to eight times to complete the cycle. On-site follow-up provided by center staff helps to reinforce participant skills.

- The Professional Development Center sponsors a series of after-school workshops. Two different series--one each semester--are offered between 3:30 and 5:00 p.m. one day a week for ten weeks. In return for an investment of 15 hours of their free time, teachers can obtain either one professional growth unit or one academic unit from a state university (at a cost of $14.50). Attendance at these workshops averaged more than 40 each week.

One aspect of Willow Brook's staff development work emphasized by teachers and resource teachers alike is the voluntary nature of the program. Attendance is not required at any workshop. The assumption underlying this policy is that people will not learn anything from a staff development activity if they do not want to be there or if they do not believe that they need information about the subject being covered. Since the staff development emphasis in Willow Brook began, an increasing number of teachers have become involved.

What does the future hold for Willow Brook's staff development program? Activities of the Teacher Corps project, the federal Teacher Center, and the PDPIC center have been combined at one central Professional Development Center. The emphasis is now being placed on school-level teams, not on center-based activities. All this reflects a commitment to continue staff development activities even as funds are lost.

Entrepreneurial activities that the district has already begun may be expanded. Workshops provided for a fee to other districts and staff development consultative earnings outside Willow Brook may bring in enough money to reduce impending staff losses. Willow Brook is proud of its reputation for having one of the most innovative staff development programs in California, and it intends to do what it can to maintain that reputation.

In most districts included in our research, teachers were most likely to mention the effects of budget reductions on supplies, availability of aides, and other classroom support items. This was not the case in Willow Brook. There, it is clear that the district's emphasis on staff development has been assimilated by the the teachers,

and teachers are aware of the difficulties caused by loss of staff development funds. "The staff development center was federally funded," said one teacher with whom we talked. "Now, they're picking up the pieces where they can. For example, if special ed teachers use the center, special ed money is allotted for that program. Staff development has been cut back, and we're relying more on individual support teams in schools. That may actually be good in the long run; it will cause teachers to rely more on each other. Some of the big districtwide programs are less of a loss. We will work more with the expressed needs of our own faculty."

Another teacher told us that morale was "generally good, despite cutbacks. We're a little upset by the attacks on the schools generally, but there's no real political response, no real motivation to mobilize teachers."

A third teacher said: "I'd rather see the money go to staff development than to aides. We have a good program, and it makes a difference in morale. The cuts haven't made a difference yet. We are committed to a program of improvement of classroom instruction, and we don't hire new teachers who aren't willing to go along. Some of our present teachers don't go along with it, but most do. Teachers feel alone, and this helps reduce that. Principals are being trained in observation and feedback that relates to the program. It's a district commitment."

Fieldcrest. Fieldcrest Elementary District serves 420 students (preschool-grade 8) in a single school. Student body composition (80 percent Hispanic, 12 percent Anglo, 7 percent Japanese) reflects the demographics of the district's 100-square-mile area--one of the state's richest agricultural areas. All 20 full-time professional staff and all instructional aides in the school are bilingual.

The superintendent places a high priority on staff development and has worked to create and maintain a variety of staff development opportunities and resources. In the superintendent's view, staff development begins with the selection and induction of new faculty. Since coming to the district in 1979, he has hired 75 percent of it's full-time professional staff. Given the multicultural, multilingual nature of the school's population he seeks teachers who are bilingual and who are committed to ESL. There is a shortage of credentialed ESL teachers in California, and most of Fieldcrest's new teachers were hired on emergency credentials. All these teachers (about one half of the staff) are receiving support and training to enable them to qualify for regular ESL certification. All teachers receive one week of ESL training before the school year starts. Additional training in ESL is provided throughout the school year both in the district's inservice program and in staff development programs offered by the county office.

The superintendent has emphasized three other sources of staff development opportunities and resources. One of his first efforts was to rebuild and improve the school's library facility, which had been destroyed in a fire. The library space was altered and expanded so that it could not only house substantially more books but also serve as a resource center for teachers and students. Approximately 5,000 replacement

volumes and new resource materials were purchased with $40,000 obtained from several sources, including the California School Improvement Program (SIP), in which Fieldcrest has participated for the last six years, and ESEA Title IV-B. Now, the district has earmarked its Chapter 2 funds--the minimum allocation, $2,500--for library purchases.

The second source of staff development opportunities is a resource person for bicultural inservice. Last year, that person was a retired Japanese woman who lives in the district. This year, a teacher trainer from Mexico is working full time in the district providing staff with cultural studies, assisting in placement of immigrant students, and teaching staff members how to use resource materials donated by the family of Mexico's former president Lopez Portillo.

The third source of staff development opportunities is even less traditional. Soon after coming to Fieldcrest, the superintendent instituted a policy of giving teachers responsibility and authority over their own supplies and materials. Each teacher has his or her own budget. Unused funds can be carried over from one year to the next, but no additional money is available if the teacher expends all the funds before the school year ends. While the primary purpose of this policy was to move decision-making responsibility to the user level as a way of increasing teacher participation and professional authority, it has had the added benefit of providing ongoing inservice training in resource administration.

Two decisions being implemented this school year affect staff development. Both decisions emphasize coordination. First, a full-time position of program director was created to administer the district's eight state and federally funded projects, which have provided nearly one quarter of the district's income for the last four years. In the past, administration of the district's bilingual, migrant, and Title VIII programs was the part-time responsibility of three different teachers. The superintendent managed the other programs. Despite cooperative efforts among the four, planning, implementation, and evaluation of the staff development components of these projects were often fragmented. Now, the program director has responsibility for coordinating all district staff development activities as well as for administering the planning, implementation, and evaluation of individual projects.

Second, Fieldcrest prepared and submitted a plan for coordinating its three state-funded state categorical programs--School Improvement Program ($50,000), Economic Impact Aid ($25,000), and Gifted and Talented Education ($1,250)--under AB 777, the School-Based Program Coordination Act. As part of this plan, the program director worked with faculty and the superintendent to develop a comprehensive four-year inservice plan focused on district curriculum. This year, activities address ESL instruction, physical education, and science. The other areas will be addressed in succeeding years. The plan provides training for instructional aides and parents as well as for faculty. To the extent allowable under the regulations, the basic plan will be supplemented with activities funded by other categorical programs. The federal Title VII bilingual program provides the greatest flexibility; it also requires that 25 percent of the funds be used for inservice and materials. The district

receives $97,000 under Title VII this year. Thus, almost $25,000 can be used for materials and inservice that provide substantial supplemental support for Fieldcrest's staff development effort.

In contrast to many California districts, Fieldcrest has maintained a stable budget--about $2.3 million--since 1979. The superintendent attributes this to three factors: student body growth, success in seeking new funds, and "damn good management." The student population has increased by almost 40 percent since 1979-80, with most of the growth due to immigration. In 1981-82, the district received $104,000 from ESEA Title VII. Two management strategies have proved especially effective for the district: First, Fieldcrest participates in a number of cooperative arrangements (some countywide) aimed at reducing operating costs for districts (e.g., by cooperative purchase of supplies, insurance coverage, and transportation maintenance and by sharing of part-time teaching specialists). Second, Fieldcrest has built a reserve fund against further cuts in federal and state categorical funding.

Although increasing enrollment on a level budget means that the district per-pupil expenditure has dropped, Fieldcrest has been able to continue most key services and even to increase some classroom resources, such as library materials and computers. Nevertheless, the future is uncertain. According to the superintendent, "We're at the break-even point now. Even well-managed districts cannot afford another year of deficit budgets." Looking ahead to 1983-84, he expects enrollment to increase; this means increased strain on budgeting for critical needs, which include staff development and staff salary increases. To ease the strain, he will work to keep a $75,000 minimum reserve, even if he has to make cuts elsewhere. He expects active support for this policy from the staff and school board, who have come to count on the reserve.

The superintendent plans to pursue additional cooperative arrangements as an effective means of long-term cost cutting. With other district superintendents and the county office, he is exploring a variety of new arrangements (e.g., jointly hiring an auditor, jointly hiring a repair technician for office equipment and microcomputers, combining management of special projects). He will continue to look for new funding sources in the private sector as well, especially as support for projects new for the district but potentially essential in keeping pace with students' educational needs. For example, he would like to see the district develop bilingual microcomputer programs in several curriculum areas. He and the program director will continue to search for every source of flexibility in coordinating programs and funding that Fieldcrest now has. Wherever possible, new and extra monies will be used to continue to improve staff development resources and opportunities.

In all areas of district operations, the external resources most frequently used and most effectively delivered have been provided by the county office of education (COE). According to the superintendent, the county office has established a genuine partnership with each district and has encouraged and supported partnership among the districts whether or not the county office participates. He characterized the county's style as "providing district-based services--what we need and request--rather than COE-based services--what they think we should have." He

credits the county superintendent's leadership style for establishing the COE's basic approach. He gives especially high marks to his closest COE contact, the coordinator of the two-county cooperative program, for the credibility, reliability, and thoughtfulness with which he directs the coop's activities (which include administrator inservice) and responds to the individual needs of participating districts. Fieldcrest's program director found technical assistance provided by the COE's planner/evaluator to be invaluable when she was preparing Fieldcrest's school plan. The response of Fieldcrest teachers to the county's staff development workshops speaks well of both the teachers and the inservice activities: Fieldcrest consistently has the largest proportion of faculty in attendance, and frequently all faculty participate.

Analysis

As indicated in the introduction, it is important to keep in mind that both the implementation and the effects of state and federal consolidation, cutbacks, and deregulation are still unfolding. Nevertheless, three interesting themes have emerged. One is both predictable and negative, given the source, nature, and amounts of change involved. The other two are somewhat surprising, and, if borne out by subsequent events, they have a positive orientation. The three themes are:

- There are a few big losers and no big winners as a result of federal consolidation and cutbacks.
- Strong staff development commitments are being continued, although resources have been reduced.
- Coalitions have been formed to meet crises.

A Few Big Losers, No Big Winners

Although 77 percent of the California agencies eligible for ECIA Chapter 2 funds received as much as or more than they did from the categorical programs that it consolidates, almost half received only the minimum, $2,500. Slightly more than half received more than the minimum. In few if any cases do the increases appear to be substantial enough to offset losses that these same agencies will suffer as a result of level or decreased state funding and anticipated additional cutbacks in federal funds. In addition, the agencies that will gain because they have high concentrations of special needs populations fear that their 1982-83 gains will be dramatically offset if cuts are made in ECIA Chapter 1 (compensatory education) funding levels. (The supplemental appropriations bill passed by Congress in September over the president's veto guaranteed that district Chapter 1 allocations would be calculated either by 1970 or 1980 census data, whichever yielded the higher amount.)

In contrast, many of the 23 percent that lose funds under ECIA Chapter 2 will suffer dramatically. Among the LEAs in this group, the most obvious big losers are the 29 LEAs that stand to lose a total of $17.8 million over the next three years due solely to consolidation of the Emergency School Aid Act (ESAA) program. However, the most devastating effect may be on the 16 very entrepreneurial county offices that in 1981-82 received a combined total of $3.9 million from categorical programs now included in Chapter 2. This total represented 96 percent of all such monies awarded to California county offices. Between 1981-82 and 1984-85, the combined total that these 16 offices receive from federal sources under Chapter 2 will drop to a level under $100,000--less than 3 percent of the total that they received in 1981-82. The average will drop from almost $243,000 to less than $6,000 per office, and no office will receive more than $24,000. This stands in sharp contrast to the situation in 1981-82, when each office received more than $50,000. For all the losing agencies, especially for those that received ESAA funds, the losses in federal funds will be compounded by the fact that the state lacks funds to make up the difference. These agencies will be hard hit by further federal reductions.

Strong Staff Development Commitments Continued

At least in the area of staff development, however, there are indications that California's long-term interest in and emphasis on programs and funding will continue at all levels, even in agencies where resources have been sharply reduced. Efforts will increase in some areas: mathematics, science, and computer technology training and retraining for teachers.

Evidence of this continued commitment is particularly clear at the state level. For example, two very specific staff development features figure in the recommendations of the Chapter 2 advisory committee for the state's 20 percent set-aside. One is the staff development component of the CSDE's state purposes plan for strengthening academic curriculum and instruction. This staff development component focuses on coordinating the efforts of a variety of agencies (e.g., CSDE, institutions of higher education, LEAs, and county offices) to assist LEAs in developing local plans for staff development information. Staff development is also prominent in the recommendation that $300,000 of the state's 20 percent set-aside be used to provide partial support for the seven federal teachers' centers in California while they seek support from other sources in order to continue their work.

Another example of the continued state-level commitment to staff development is contained in the education portion of the governor's Investment in People program, which was included in the state budget. The staff development commitment is reflected in the $9.75 million that is being used to establish a comprehensive staff development network across the state. The network includes 15 regional centers, funds that local schools can use to meet their staff development needs, and a pilot program for retraining teachers who are reassigned to other curriculum areas. The centers will focus on training in mathematics, science, and computer use and will incorporate services previously provided by state

and federal resource centers and by state Professional Development and Program Improvement Centers. All levels of education agencies in the state will participate in the design and implementation of the regional centers and their programs.

Finally, the CSDE is interested in establishing a core unit within the staff development office that coordinates and monitors all state agency efforts in this area.

At the county office level, continued commitment to staff development is indicated by county office participation in the design and implementation of the 15 new regional centers and, in some instances, by their continued support of previous federally funded projects, such as teachers' centers and Title II basic skills projects that have staff development components.

At the local level, indications of continued commitment to staff development are harder to find, given that there are 1,042 districts. However, that support for staff development will continue seems to be indicated by the fact that local districts have continued to support six of the seven federal teachers' centers with their ECIA Chapter 2 allocations.

Coalitions Formed to Meet Crises

At the outset of this research project, we hypothesized that state and federal cutbacks and consolidation might produce marked increases in conflict among numerous special-interest groups over the distribution of diminishing resources and cutbacks in or elimination of programs supported by such groups. However, we have found considerably less strong, open, or unresolved conflict than we anticipated.

Instead, two statewide education coalitions have emerged. Both are composed primarily of state-level organizations, and both were formed primarily to address state education finance and program issues.

Citizens for Education was formed in early 1981. It is concerned with developing a new general state school finance proposal to present to the legislature that provides a sound educational finance base and that also can account for and anticipate changes in federal education programs. Its membership includes both educational groups (e.g., the Association of California School Administrators) and other groups with strong educational interests (e.g., the League of Women Voters). The first major bill sponsored by the coalition was AB 777, which went into effect on January 1, 1982. Among the numerous school finance provisions of the bill was the School-Based Program Coordination Act, which includes five articles that local districts can use separately or together to increase their flexibility in implementing requirements of the California Education Code.

The Special Education Alliance of California (SEAC) was formed early in 1982 to develop a legislative platform that provides a sound, long-term fiscal base and program structure for special education in the state.

Although the first members were chiefly statewide organizations, SEAC expects growing support and participation from local and county education agencies. Formation of SEAC marks the first time that organizations concerned with California's special education delivery system have formally joined together to influence or to develop state legislative proposals.

It is still too early to tell whether these coalitions will endure. However, their emergence in response to crisis suggests that individuals and organizations interested in making significant changes in the state's educational finance and programs are taking a cooperative, not a competitive, approach.

SCHOOL IMPROVEMENT IN NEVADA: THE EFFECTS OF FEDERAL AND STATE CUTBACKS, CONSOLIDATION, AND DEREGULATION ON EDUCATION

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ABSTRACT

Since the mid sixties, the federal government has played a major role in promoting educational innovation and change by supporting categorical programs targeted to specific educational sectors and client groups. With the passage of the Educational Consolidation and Improvement Act (ECIA) of 1981, the role that the federal government will play in supporting school improvement efforts is now highly problematic. However, besides fiscal cutbacks, consolidation, and deregulation of federally funded programs, public education agencies are now confronted with far more massive problems due to protracted state and local retrenchment that has deeply affected their staff, programs, and services. To discover how these agencies cope with this new environment, the Educational Dissemination Studies Program at the Far West Laboratory undertook a year-long set of studies of education agencies at all levels in the three states of the FWL Service Region: California, Nevada, and Utah. Begun in December 1981 and concluded in November 1982, these studies are based on document analysis, telephone and field interviews with more than one hundred persons, and site visits to more than two dozen agencies in these states. The report of findings is in four volumes. This volume describes study findings for the state of Nevada. It focuses on six major topics:

- State and local contexts affecting education agency responses to federal policy changes;
- State planning and response to ECIA Chapter 2;
- Local response to ECIA Chapter 2;
- Impact of federal cutbacks and state shortfalls on funding for other education programs;
- Impact of consolidation, cutbacks, and deregulation on program organization; and
- Status and trends in staff development.

Included in the report are descriptions of the state education agency conditions and responses and three brief case study descriptions of conditions and responses of three Nevada local education agencies.

EXECUTIVE SUMMARY

The EDSP studies were concerned with three changing conditions that influence education agencies: grant consolidation, fiscal cutbacks, and program deregulation. Because all three factors were built into Chapter 2 of the Education Consolidation and Improvement Act (ECIA) of 1981, much of our initial attention was focused on how state and local education agencies responded to ECIA Chapter 2. However, in order to gain a broader understanding of programmatic change, we also briefly reviewed the effects of grant consolidation, fiscal cutbacks, and program deregulation in three other areas: special education, compensatory education, and local school improvement activities.

While this report touches briefly on these three areas, it is focused on six major topics:

- State and local contexts affecting education agency responses to federal policy changes
- State planning and response to ECIA Chapter 2
- Local response to ECIA Chapter 2
- Impact of federal cutbacks and state shortfalls on funding for other education programs
- Impact of consolidation, cutbacks, and deregulation on program organization
- Status and trends in staff development

State and local contexts. The 17 Nevada school districts are in frequent contact with one another and with the Nevada Department of Education (NDE). This informal networking characterizes the spirit of cooperation found throughout the state. The two largest districts enroll 80 percent of Nevada's students; these two districts and the Nevada Department of Education are viewed as important resources by the 15 smaller districts.

School district budgets are lean. There is very little money to invest in innovative programs. Because the state revenue base has been reduced, state aid to school districts cannot increase to compensate for the effects of inflation. Districts have been asked to prepare contingency plans for a reduction of 3.5 percent of their share of the state Distributive School Fund in 1982-83; further reductions are anticipated in the following year. Most districts are still experiencing growth, although the rate has slowed. As the size and number of classes in a district increase, district administrators, school principals, and classroom teachers are placed under further strain. Their requests for funds will increase, yet the Distributive School Fund may not be able to

meet these requests. With the exception of their ECIA Chapter 2 funds, Nevada districts do not have the luxury of planning and implementing innovative programs.

State planning and response to ECIA Chapter 2. Few problems were encountered in implementing Chapter 2 guidelines, despite their ambiguity and the confusion that the deregulatory intent of the law could have caused. The block grant advisory committee required by law met twice. Its members were quick to reach a consensus both on the LEA allocation formula and on the state agency's share of Chapter 2 funds. The process of developing, distributing, completing, and returning the application form for Chapter 2 funds was completed speedily--by June 30, 1982. All interested parties--the block grant advisory committee, NDE staff, the State Board of Education, and district staff--worked well together.

The Nevada Department of Education received the full 20 percent of state ECIA Chapter 2 funds allowable under law. However, the actual dollar amount represents a 60 percent cut from the level received in the previous year for the programs that have been consolidated. State agency staff will use this money to continue activities in five areas: administration, basic skills support, support for statewide testing and proficiency programs, communication between educators and the public, and dissemination. The Nevada Department of Education has been preparing for reductions since 1977, and it does not expect to terminate any staff. However, it will be necessary for the NDE to do less in nearly every area.

Local response to ECIA Chapter 2. Statewide, school districts have gained rather than lost as a result of ECIA Chapter 2. LEAs received in excess of $600,000 more under Chapter 2 than they received from the programs included in Chapter 2. Two districts received less; 15 received more. Nevertheless, the gains are relatively small. In most cases, the amount of new funding available to individual districts through Chapter 2 is simply not enough to have a great deal of impact.

An analysis of Chapter 2 applications indicates that almost all districts will use these funds for the purposes specified in Subchapter B, Educational Improvement and Support Services. Many districts propose to use their Chapter 2 money to support and extend existing programs. Some of these programs are staff development efforts. Given an environment in which they are being asked to do more with less, it is not surprising that few Nevada school districts will use their Chapter 2 allocation to try something new. However, these funds do allow districts to support programs that they would otherwise have to abandon.

Impact of federal cutbacks and state shortfalls on funding for other educational programs. Most Nevada districts received increased funds under ECIA Chapter 1 (formerly ESEA Title I). However, inflation will reduce the benefits of this increase. The Nevada Department of Education will suffer a reduction in support for all but two Title I activities. The NDE will de-emphasize its monitoring role for these programs.

Because state support for the NDE has not kept pace with inflation and because the level of support is expected to be reduced by 15 percent, the agency has not been able to provide full staffing. Four authorized

positions are unfilled. There are fewer consultants, and they have fewer resources with which to provide services to local schools.

Impact of consolidation, cutbacks, and deregulation on program organization. Despite cutbacks, consolidation, and deregulation, the general trend among districts has been to minimize reorganization. Nevada's local education agencies have not yet experienced significant shifts in staff assignments or programmatic emphases. Business is proceeding as usual, notwithstanding the uncertainty and the virtual absence of slack resources. Innovation is not a major thrust, except in the area of productivity. The Nevada Department of Education was reorganized in July 1982; three divisions were reduced to two. There is no longer a Division of Federal Programs.

Trends in staff development. In the districts, staff development tends to be related to specific projects or instructional thrusts. Numerous districts are using some of their Chapter 2 allocation to support staff development activities of this nature. Other districts see staff development in more generic terms; these districts will use their Chapter 2 monies to support individualized inservice activities, to maintain an existing teachers' center, or to establish a new professional development center. In most cases, however, staff development will suffer to some extent, because districts have less money for faculty released time, travel expenses, college course tuition reimbursement, and outside consultants. Staff development may be one of the frills that is cut back or cut out as budgets get tighter.

NEVADA: THE STATE OF THE STATE

In Nevada, we have had conversations with personnel at the Nevada Department of Education, with administrators in four school districts, with staff of the Nevada State Education Association and local associations, and with a representative of the Nevada State School Board Association. In this report, we include what we have learned through October 1982. The situation will, of course, change as the cutbacks, consolidation, and deregulation have their effects.

Although most districts did benefit from an increased level of federal funding as a result of ECIA, the financial situation for education in Nevada was characterized by everyone with whom we spoke as very precarious. There are several reasons for this situation.

In general, the economic vitality of the state is threatened. Tourism has declined, and it is projected that this decline will continue. In Nevada, this will mean reduced revenue from gaming and sales taxes, both of which are important revenue sources. Last year, the bulk of the state revenue base was shifted from property tax to sales tax, and, in a low-growth economy, sales tax revenues are down. Nevada's Distributive School Fund may experience an $8.5 million deficit next year; this is important, because more than 50 percent of the cost of public education in Nevada is borne by the state Distributive School Fund.

In Nevada, each county constitutes one local education agency; there are seventeen such agencies. Clark County (Las Vegas) includes approximately 60 percent of the state's students, and Washoe County (Reno) includes another 20 percent. The remaining 20 percent of the state's students is distributed among the 15 other counties (districts). Reduced revenues at the state level may have negative consequences for local districts. Although the Nevada legislature meets every other year, its Interim Finance Committee can "deauthorize" presently authorized allocations if funds are not available. Districts have been requested to accept an average reduction of 3.5 percent in their support from the state Distributive School Fund.

Nevada districts have not sought federal funds aggressively. One explanation for this was suggested by several sources. Nevada school boards reflect a generally conservative approach to financial support. The Nevada State School Boards Association, for example, has expressed support for proposed reductions in federal aid for schools. This conservative stance has meant that districts have been unwilling to seek categorical aid money for special projects for fear that, once the federal support ends, the districts would have to support them.

Because Nevada local education agencies have participated in so very few categorical programs and because Nevada qualifies for the minimum allocation provision of 0.5 percent of all Chapter 2 funds, almost every district received more money than it previously received for programs included in Chapter 2. Clark County, for example, received between $400,000 and $500,000 for Title IV-B, Title IV-C, and teachers' center projects. However, it received slightly more than $1 million under

Chapter 2. Only two districts receive less federal support under Chapter 2 than they did from the programs that it consolidates. In each case, however, the difference in dollars is quite small.

However, the Nevada Department of Education (NDE) is not in the same situation. That agency has relied heavily on federal support, funding several programs and several positions with federal money. The legislature reviews every requested position and, on the principle that the federal government should support federally required programs, requires that federal money be used to support such positions whenever possible. Nevada Department of Education staff believe they may be faced with a 50 percent cut in federal funds as a result of federal consolidation and cuts in other federal programs. Governor Robert List asked every state agency to develop an 85 percent contingency plan for 1982-83. The combination of federal and state cuts will severely strain the Department of Education's ability to provide services to districts and to carry out its mandated responsibilities.

In summary, Nevada will be adversely affected by shortfalls in fiscal support for education. These shortfalls are mostly a result of diminished state tax revenues. Although 15 of 17 districts will benefit under federal consolidation, these benefits will apparently be offset by cuts in other federal programs and by much larger shortfalls in the state revenue base. And, the Nevada Department of Education will be adversely affected both by the financial effects of federal consolidation and the approximate 15 percent budget reduction for all state agencies.

Cutbacks, Consolidation, and Deregulation

Education Consolidation and Improvement Act: Chapter 1

Representatives of local school districts, private schools, and the Federal Programs Branch of the Nevada Department of Education met in Las Vegas on January 20-21, 1982 to discuss implementation of Chapter 1 and provide input to the department. Most of the two-day session was spent in small working groups that considered subsets of 11 issues (annual assessment of educational needs; consultation with parents and teachers; evaluation; selection of attendance areas; size, scope, and quality of programs; the supplement, not supplant provision of Chapter 1; monitoring; comparability; allowable expenditures; maintenance of effort; and participation of children enrolled in private schools). Each group had the tasks of developing suggested guidelines, suggesting items for inclusion in an application, and raising questions on their assigned topic. The conclusions of the small groups were written up and subsequently circulated for additional comment.

Given the size of federal compensatory education funds received by Nevada districts and the broad participation by Nevada school districts in this federal program, all Nevada districts were anticipating cuts in this program area, and they all were planning adjustments. The adjustments being considered included reducing the size of compensatory education

staff (e.g., by reducing the number of aides, reducing the number of participating students at a given school, reducing the number of participating schools). School district people are especially concerned by the prospects of further cuts in federal compensatory education funding over the next several years. If these cuts are enacted, it seems unlikely that Nevada will be able to replace the lost funds from state sources.

However, when Congress passed a supplemental appropriations bill in September, approximately $150 million was allocated to compensate for the losses that would occur by using 1970 rather than 1980 Census Bureau poverty statistics. (Nevada was one of eleven states that joined in a lawsuit to force use of 1980 data; the supplemental appropriations bill eliminated the need for that suit.) Consequently, Nevada districts did not suffer reductions in Chapter 1 funds for the 1982-83 school year. In 1981-82, Nevada received $4.837 million statewide from ESEA Title I; the LEA portion was $3.313 million. In 1982-83, Nevada will receive $5.482 million, with $4.142 million going to LEAs. If 1970 census data had been used to determine the amount of ECIA Chapter 1 funds that state and local agencies received, most Nevada districts would have received less funds in 1982-83. (If 1970 census data were used, the total amount received in Nevada would have been $4.582 million.)

The NDE portion ($1.34 million) will be used for administration ($225,000), programs for handicapped students in state schools ($276,000), migrant education programs ($570,000), education for delinquent youth ($188,000), and education for adults under age 21 in correctional facilities ($82,000). Only the migrant education and adult correctional programs will receive more support than they did in 1981-82. The administrative costs remain the same.

Education Consolidation and Improvement Act: Chapter 2

In our interviews, we found a nearly uniform situation in Nevada: Most local education agencies receive more funds from Chapter 2 than they have in the past from the programs that were consolidated. How were these federal funds distributed, and how will they be used?

The Block Grant Advisory Committee was appointed by Governor List at the end of March. Its members met in person on April 6 and by teleconference on April 14. The 14-member committee includes one student, two legislators, one representative of higher education, three teachers (one from the northern part of the state, two from the south), a school district superintendent and an assistant superintendent, a high school principal, a representative of private schools, two school board members, and a parent. The advisory committee will continue to meet as necessary.

The allocation formula used enrollment as the major criterion in distributing funds. Two factors modify the enrollment figure: the current AFDC for children of school age in identified areas of economic depression and the Nevada Distributive School Fund formula, which provides ratios to correct for the rural or urban nature of individual Nevada school districts. The advisory committee also recommended that no district receive less than $3,000. The average amount to be received by Nevada school districts is approximately $10.17 per pupil.

The advisory committee also recommended that the Nevada Department of Education receive the full 20 percent of Chapter 2 funds allowable under law, to be spent in accordance with legislatively approved budgets. In 15 districts, there is strong support for the Nevada Department of Education, especially as a source of technical assistance. The two largest districts are able to provide many of their own resources; their support for the NDE is, understandably, less vigorous. Even so, there is a general impression among those whom we interviewed outside the NDE that the department has not been adequately supported and that it needs the full 20 percent.

This does not mean that the advisory committee's decisions were easy to reach. Some districts suggested that LEAs should receive more than 80 percent of the money. However, the two legislators on the committee were firmly in support of allocating the full 20 percent to the Nevada Department of Education; their position prevailed.

The NDE is concerned about how the use of Chapter 2 money will be audited. A history of federal audits in Nevada has caused this concern. A NDE administrator expressed concern that audit requirements may be very costly and that these costs might have to be met from the 80 percent of the Chapter 2 funds that is distributed to districts. The audit procedures are not yet finalized. This concern that the federal money distributed under ECIA may carry more regulation than is generally assumed seems to be a common concern of many states. The interface of two bureaucracies suggests that this would be a natural consequence; they share similar organizational concerns.

Nevada Department of Education personnel are optimistic that districts will use the Chapter 2 money to meet needs that they have not been able to meet before. We did not hear of district-level conflicts over the use of this money or of coalitions forming at the state or local levels to influence decisions about the use of this money. It appears that the NDE's optimism is well founded. One district asked if it would be acceptable to use the funds exclusively for staff development activities. A state department person told us his response: "I told them we could not tell them how to spend their money, so long as it was in compliance with the law. We want to be helpful, but we don't want to get in their way."

Preparation by the individual LEAs appears to vary with their size. Large districts developed position papers, established committees, and prepared proposals. Smaller districts received Board of Trustees authorization to submit proposals according to district needs and interests.

Private school participation differs by district. In some districts, all the private schools have declined to participate, usually because their charter prohibits use of federal aid for education. In other districts, some private schools have submitted plans for use of their portion of Chapter 2 funds.

In 1981-82, Nevada received a total of $1.549 million for programs now consolidated under ECIA Chapter 2. This year, Nevada will receive $2.187 million under Chapter 2--an increase of $638,000. However, the NDE received $735,000 last year; this year, its portion will be $435,000.

Thus, while LEAs as a group will see their federal funds increase, the SEA will lose 60 percent of its federal funds for support and administration of Chapter 2 funds.

Data from 15 proposals for use of Chapter 2 funds (including proposals from the three largest districts) indicate the kinds of projects that LEAs have designed for use of their funds. Eighty-nine percent of all projects (but not of all funds) are for Subchapter B, Educational Improvement and Support Services; 6 percent of the proposed projects are for Subchapter A, Basic Skills Improvement; and 5 percent are for Subchapter C, Special Projects.

Fifty-four percent of Subchapter A projects are in mathematics, 39 percent are in reading, and 7 percent are in communications. 55 percent of Subchapter B projects are for educational improvement, 22 percent are for supplementing library resources, and 23 percent are for other categories. Fifty-six percent of the Subchapter C projects are for arts in schools programs, 24 percent are for delinquent youth programs, 15 percent are for competency testing, and 5 percent are for other projects.

The Nevada Department of Education will use its ECIA Chapter 2 funds for five purposes: administration, basic skills support, support for educational improvement (including statewide testing and proficiency programs), workshops and conferences to increase communication between educators and the public, and dissemination. No special projects will be supported in 1982-83, and private schools will obtain assistance only in their testing programs. The NDE will do less than it has done in nearly every area. There will be less administration of categorical programs, less professional development for NDE staff, fewer travel funds to visit districts, and fewer curriculum consultants (three rather than eight). The NDE has been preparing for such reductions since 1977. Seventy-six positions are authorized, but only 72.5 are funded. No staff have been terminated, although reassignments have been necessary. In other words, the NDE has foreseen the decreasing federal support, and it has moved toward becoming a fully state-supported agency by reducing its role every year. The future availability of state revenue will determine how far this process will go.

Cutbacks in Other Programs

Impact aid. Like federal compensatory education funding, federal impact aid is an important source of funds for many Nevada school districts. The state legislature has indicated that it will attempt to provide full or partial replacement for lost federal funds in this area. However, unless the Nevada economy soon improves, the legislature will probably be able to provide only partial replacement.

Special education. This is an area in which the state provides full support (with federal funds). Assistance is based on the number of certified special education units identified within the district. A unit is defined as one special education teacher and one or more students; $19,500 is allocated for each unit. A loss of federal funds allocated under P.L. 94-142 would affect the level and quality of special education

programs offered in most districts. However, at least for 1982-83, P.L. 94-142 funding has slightly increased.

Other school improvement programs. It is generally too early for Nevada educators to be very specific about the effect of cuts on other school improvement programs. Some districts see inservice education and recent NDN or Title IV-C adoptions as vulnerable; others are not sure what the effects may be. Cutbacks at the Department of Education level may be especially severe, due to the consolidation of Titles IV-B, IV-C, and V with other federal programs in Chapter 2.

Effects of Federal Deregulation

Nevada has generally relied almost entirely on federal regulations and the state education code as the minimum standard for federal program regulation. For example, Nevada has no written policy regarding compensatory education. Given the way in which the federal law is written, federal deregulation will be tantamount to virtual total federal and state deregulation.

The Nevada Department of Education staff appear to be complying with both the spirit and the letter of the Education Consolidation and Improvement Act. They have revised their Title I application form and reduced its length by 50 percent. The revised application form requires only the necessary "assurance" sign-offs and brief descriptions of the program and the evaluation plan.

On July 1, a plan for reorganizing the NDE became effective. The Division of Federal Programs was abolished, and programs within this division were assigned to either the Administrative and Fiscal Services Division or the Instructional Services Division. This step was taken in response to anticipated and actual reductions in funding.

Preservice and Inservice Education

Perhaps the most important single force affecting inservice education in Nevada is the presence of State Board of Education requirements specifying subjects for original certification and for recertification of all teaching staff. In 1975, the State Board of Education required one credit in Multicultural Education. In 1979, the State Board of Education added requirements for one credit each in the areas of Exceptional Children and Counseling and Guidance with Emphasis on Consultation with Parents. Certificated staff must be recertified every five years, and their records are reviewed for credit in these three mandatory areas and for one credit each in two other mandatory areas: Teaching of Reading and Economic Education. A total of six credits must be earned in each five-year period for certification to be renewed.

The Nevada State Education Association (NSEA) has objected to these mandatory requirements, arguing that the required subjects do not have

any particular applicability to classroom teaching requirements and that Nevada teachers should participate in the establishment of such requirements. The State Board of Education has prevailed despite the NSEA's position.

The Nevada Department of Education plays an important role in reviewing all applications for approval of courses meeting state inservice education requirements. Although inservice education in Nevada is hardly confined to these subject areas, the state board regulations have created a special demand for courses in these areas.

Virtually every Nevada school district offers one or more courses each year in the mandatory subjects, often through arrangements with the University of Nevada. The larger districts offer several courses each semester. Because the county-sponsored inservice courses are often less expensive and more convenient than the university-based inservice courses (county-sponsored courses are usually scheduled for a consecutive Friday and Saturday in a central county location), they have become a popular alternative. Typically, the curriculum department of a county school district arranges these inservice courses. The University of Nevada does offer three-credit courses in these areas, and they are also in high demand.

Perhaps because there are relatively few teachers in Nevada or because their needs are met from other sources, the Nevada State Education Association does not provide many inservice courses directly for the benefit of its members. However, there are two notable exceptions. The association does conduct inservice training for its members in collective bargaining, and it has begun to offer a course in classroom discipline based on the National Education Association's LEAST program. The discipline course has been offered in three locations, and the association will offer it in additional locations during the coming school year.

Higher Education

Preservice education in Nevada occurs at the Reno and Las Vegas campuses of the University of Nevada. We conducted interviews with faculty and administration at the Reno campus. We were told that the School of Education has not been asked to take a disproportionate share of cuts in the state's higher education budget. Across the system, open positions are not being filled, but faculty are not being released, at least not yet. One faculty member noted: "It's a political year, and the budget is a hot item. Higher education is being affected across the country, and now it's our turn. Our Research and Planning Center has fewer funded projects, and there are fewer opportunities for funding, especially from Washington. We have to think of new ideas for funding."

Graduates of the Reno campus were surveyed two years ago: 72 percent of the teacher education graduates had found jobs in schools. Social studies and physical education graduates had the hardest time finding jobs. The future does not look much different. Enrollment in special education and secondary education programs is approximately the same this year as last; however, there are fewer elementary education teacher education

students this year. One faculty member attributed the high placement success to close relationships with public schools in the state: "We have enrolled most of the administrators in the state. They know us and turn to us when they have a position. They ask our opinion about candidates."

In the view of one faculty member, things will get worse: "Our state support has been reduced, but so far it's cut the fat. Next year will be different, when we have a new legislature and maybe a new governor. Many faculty are near retirement here; if those positions are frozen, we'll really be hurting." (Nevada voters elected a new governor in November.)

In the face of a shortage of mathematics and science teachers, the University of Nevada at Reno has begun an innovative program of enrolling retired military service people in teacher education programs. The dean of the College of Education contrasts this program with programs in other states that certify retired military personnel in a teaching area if they have the subject matter course work. In Nevada, the new program includes a regular sequence of professional education courses, and enrollment is selective. The program is just getting under way. The first step is to contact potential students (Nevada has many military personnel) to determine if they are interested in beginning a new career. Several candidates have already been selected. The worry is that cutbacks will reduce the capacity of the university to provide the necessary instruction.

Because Nevada continues to have a need for new teachers--the school-age population continues to grow, although the rate of growth has slowed in recent years--the university system expects to continue its preparation programs. Outreach to schools has been reduced, but extension courses are always filled. In summary, those who manage the higher education programs in Nevada, like those who manage the public schools, sense that future reductions in support are possible. For the moment, however, enrollment remains level, although operating funds have been somewhat reduced.

Local Education Agencies

Urban County School District

Urban County* is one of the larger school districts in Nevada. There are more than 1,000 teachers and 30,000 students in 34 elementary, eight middle, and eight high schools.

Although the issue of whether 1970 or 1980 census figures would be used in allocating ECIA Chapter 1 funds caused some uncertainty for the district, the supplemental appropriations bill passed by the U.S. Congress assures that Urban County School District will receive the amount that would have been available if 1970 census data had been used. If 1980 data were used, the district would have received some $60,000 less. The district received approximately $358,000 in ECIA Chapter 2 funds, an increase of approximately $200,000 over the amount received last year

*Urban, Rural, and Mountain are fictitious names for real Nevada school districts.

from the federal categorical programs that it consolidates. To distribute these funds within the district, Urban County developed a unique plan. First, the administration sought opinions throughout the district; then, it determined that money would be made available for all three subchapters of ECIA Chapter 2. Approximately 60 percent was to be spent for basic skills development (Subchapter A), 25 percent for educational improvement and support services (Subchapter B), and 15 percent for special projects (Subchapter C). The 25 percent allocated for educational improvement and support services is being used to supplement library purchases for a new high school, to supplement general library needs throughout the district, to purchase 100 films for districtwide use, and to supplement library resources at two nonpublic schools. The other two portions of Chapter 2 funds were distributed to individual schools through a competitive process.

Every public and nonpublic school in Urban County was invited to submit one or more proposals for use of a portion of the funds. Schools submitted proposals totalling $700,000. A review panel consisting of district-level administrators, principals, teachers, a private school representative, parents, and a student examined every proposal. The panel's decisions were presented to the Board of Trustees in June and then forwarded to the Nevada Department of Education for approval.

The decision of the review panel resulted in slightly different proportions than the original guidelines requested. Basic skills projects received $201,000 (56 percent), instructional improvement and support services projects received $99,300 (27 percent), and special projects received $57,600 (16 percent). Analysis of the successful proposals reveals that only $42,000 was specifically intended to be used for inservice education; this represents 12 percent of the ECIA Chapter 2 funds available to Urban County School District. However, other proposals do assume time for teachers to learn of new programs, to develop computer skills, or to assist in the selection and assignment of materials. These staff development activities are not apparent in project budgets.

This relative absence of requests for ECIA money for staff development purposes is explained in large measure by the existence of a successful cooperative program with the local community college. Because the State Board of Education requires recertification of all teachers at five-year intervals, there is considerable demand for inservice course credit. To assist teachers needing these credits, the community college conducts annual needs assessments and offers requested one-unit courses. In return, the college receives free use of district facilities during evening hours.

Further, the University of Nevada offers approximately 50 three-unit courses in which many Urban County District teachers enroll. These courses are always filled, which attests to the need for inservice education credit. There is an important hidden cost in these staff development activities. Urban County School District has initiated a master's equivalency program that allows teachers to advance on the salary scale through participation in inservice education activities; this represents a future cost to the district. Each school in the district also makes two afternoons a year available for staff development activities; students are released at noon on these days.

There has been very little dissension if any about the use of ECIA funds or about the effects of cutbacks generally. One person questioned the fact that no portion of Chapter 2 funds was allocated for education of the gifted and talented, but reference to the use of the proposal review process satisfied this concern. One administrator suggested that Urban County did not have a history of special-interest group participation in school budget considerations. Further, the total Chapter 2 funds amount to less than 1 percent of the total district budget; perhaps that alone accounts for the lack of interest on the part of special-interest groups. Teachers will receive an 8 percent raise next year, which is considered to be acceptable by Nevada standards at this time.

District teachers are aware of the cutbacks, but for the moment they are not overly concerned. Threats to financial support for public schools are well publicized, especially in this election year. Apprehension best describes the mood of classroom teachers in Urban County.

One teacher commented that deregulation at the federal level did not seem to filter down to the local level; the application for local school use of Chapter 2 funds required very specific and detailed descriptions of the uses proposed. This may reflect the concern we noted throughout Nevada that there may be later audits which will create problems for districts if they do not attend very carefully to the requirements of the law. We infer that this concern led the Urban County administration to develop very specific application guidelines. "Right now, we're pleased that we were successful with our application. It's a boost for morale. We will have seven computers for foreign language instruction. It will help with drill and practice, and may even interest students in the subject. We hope it will reduce attrition."

Every teacher commented that there was evidence of reduced budgets, although Urban County teachers did receive an 8 percent salary increase. Magazine budgets were cut, funds for supplies are reduced, and there are fewer aides. "We've had things pretty good; people are starting to think it's our turn in Nevada--things will get worse."

At least one teacher was not convinced that ECIA Chapter 2 money would represent a real gain for the district: "Our school budget wasn't approved, so we didn't get the money we expected for computers. Now, with the block grant we will get them, so we're back where we started."

A teacher from a school that was unsuccessful in applying for a portion of the Chapter 2 funds expressed concern in these terms: "I work with another teacher in a joint effort. This year, we don't have an aide. We have to do secretarial work that we didn't use to do. So, it's longer hours to accomplish the same job we did last year. It's made a difference in morale. I'm not able to do as much as I did last year."

One teacher explained that the cuts were not equitable: "The Governor's request will hurt the most. Field trips, supplies, professional leave are all shot. But, they haven't had to touch positions yet. The full effect hasn't been felt. When they run out of supplies and ditto masters, people will notice the effects. Older schools have been able to hoard materials, have had years to build up their equipment. But,

new schools are hurt more, because they haven't had time to accumulate projects, lab equipment, things like that."

The potential availability of ECIA Chapter 2 funds for use in their own schools was not generally known among the teachers whom we interviewed. A teacher who served on the state block grant advisory committee reported that most teachers in her school were not aware that the school's proposal had been unsuccessful. Teachers who had been involved in writing the proposal were aware that it had not been successful, but most teachers were not even aware that their school had submitted a proposal. Urban County teachers are concerned about state support for education, but they do not distinguish between federal assistance and state assistance.

It appears that Urban County School District is attending to the letter and the spirit of the law. It is using ECIA Chapter 2 funds to address the needs and concerns of individual schools. Private schools in the county were offered the opportunity to participate, and four have chosen to do so. In responding to the opportunity to obtain ECIA Chapter 1 and Chapter 2 funds, Urban County School District has made decisions that reflect full participation by all concerned persons and organizations, and no evidence of internal strife is apparent.

Rural County School District

Rural County stands in sharp contrast to Urban County. One hundred seventy-two teachers teach approximately 2,800 students in five elementary schools and three junior-senior high schools. Rural County is geographically large and economically depressed. The economic situation was aggravated when a large copper mine closed three years ago. Rural County is one of two districts that received less money under ECIA Chapter 2 than they received from consolidated programs last year. However, last year was a high point for categorical program funding in Rural County, and district staff did not anticipate that the funding level would continue. During 1981-82, Rural County received $10,000 in Title IV-B funds for library improvement and $45,000 for a variety of Title IV-C projects. This year, it received $30,000 under Chapter 2.

Decisions about the use of this money were made by the Administrative Council, which consists of all district administrators. A central office administrator characterized communication in the district and beyond the district as informal and thorough: "Because we're small, we talk monthly with every administrator and with most staff people. For information beyond the district, we rely mostly on the state department. If they get cut, I'll need to go elsewhere more often--that would be unfortunate. Clark County acts like a state department for us. They have the staff to do a lot of things we can't do. We learn from what they know. When I had to write a transportation policy, I spent a day with their transportation person. That's better than a course in the subject. They can afford to specialize; they're so big they have to. Here, we're all half this and half that; we can't be specialists. There is a strong network of county-level administrators in Nevada. Many of them have been about this business for a decade. We've learned to turn to each other. Some groups meet monthly. The curriculum people in this area of the state meet every month.

We call each other all the time. You can always find someone who's faced the same situation you're facing."

Rural County is using its ECIA Chapter 2 money for one project, which combines staff development with a special project in Fine Arts. This program will be a continuation of a Title IV-C program begun last year--an adoption grant to implement a program begun in another county. The district will continue to employ a coordinator, who will train teachers in Fine Arts instruction. Rural County once had a Fine Arts specialist in nearly every school, but it can no longer afford that, so this is a means of preserving Fine Arts education by training regular teachers to integrate Fine Arts into their teaching.

When asked if the decision to use the entire ECIA Chapter 2 allocation for one project had met with any opposition, one district administrator commented: "We simply don't have many special-interest groups that would object. We could put a notice in the paper that our budget would be cut 90 percent, and probably no one would say anything. They just aren't that concerned. We're pretty much free to do what we want, because they know we won't go overboard. We think the Fine Arts staff development will do more for the schools than anything else. It's not something new. People know it's working; they want to continue it. The other projects have always known this was their last year. It comes as no surprise, and people aren't upset."

It appears that Rural County School District has experienced no internal difficulty in deciding which programs shall be continued and which shall not. Private schools were advised of the availability of funds, but all the private schools in the county declined participation, because their charters do not allow receipt of federal support of any kind. Other projects that could have been continued did not object to the decision. The decision to continue support for a staff development project that has proved successful is consistent with what we have observed in other districts in the Far West Laboratory region.

Mountain County School District

Mountain County School District has approximately 3,600 students and 200 teachers in four elementary schools, two middle schools, and two high schools. Because there are two distinct geographic regions in the district, two separate areas are served. In the 1970's, Mountain County experienced an 8 percent rate of growth; last year, that rate dropped to 1 percent. Even so, this county and school district is growing. The per-pupil assessed valuation is the highest in Nevada, due to the presence of both a rich agricultural area and a prosperous resort and gaming area. Conversely, Mountain County School District receives the smallest per-pupil amount of support from the Nevada Distributive School Fund, and it will be less affected than most other districts if the level of state support for schools is reduced.

Mountain County has been very conservative in seeking federal funding for projects. During 1981-82, the district received $41,000 in Title I funds; because the U.S. Congress passed legislation guaranteeing that

districts would not suffer whether 1970 or 1980 census data were used, Mountain County continues to receive that amount. Programs now included in ECIA Chapter 2 provided a total of $21,000 during 1981-82; this is expected to increase to $37,000 in 1982-83. These funds were used for library projects (nearly 50 percent of the funds), a Basic Language Skills Center, and three small projects (one in reading and two in science). This year, the district is using all $37,000 for a single, districtwide staff development project.

This decision was initiated by the superintendent, who suggested that a Professional Development Center would be useful for all professional staff. He was aware of similar centers in California, all based on a clinical instruction model. At an advisory meeting at the Far West Laboratory, he had an extended discussion with the director of the California State Department of Education's Office of Staff Development. Subsequently, the superintendent investigated the idea with successful California professional development centers and decided to suggest such a center for Mountain County.

Several groups were involved in the decision, and no objections were raised. Both a curriculum advisory committee, consisting of teachers and students, and an administrative council, consisting of all district administrators, endorsed the plan. Parent advisory groups at every school were supportive. When the decision to apply for ECIA Chapter 2 funds to establish a Professional Development Center was put to the Mountain County School District Board of Trustees, it met with unanimous approval.

No groups formally opposed the proposal. The librarians represented a potential source of opposition, because they would lose $9,000 for a library enrichment project. However, the Board of Trustees voted to make up that loss with district general revenue support.

Several explanations for the absence of opposition to the proposed use of Chapter 2 funds were suggested. The most obvious explanation is that the proposal was a sound one and that it deserved the support that it received. Additional reasons include the general conservative approach to federal support (which resulted in little awareness of possible alternative programs) and the fact that the geographic diversity of the district makes a coalition of special-interest groups difficult. Because existing programs (except the library enrichment program) had very low levels of funding, there was little to be lost. The existing programs anticipated that they would not be continued another year, so there was little disappointment. And, we heard Mountain County characterized in much the same terms as other Nevada districts that we visited: There is no history of influential special-interest groups. In fact, before the present superintendent was hired, parent advisory groups were not active; he has worked to increase their involvement. There is only one private school in the county, and its charter prohibits the acceptance of federal aid.

The district has selected a middle school teacher for the new position of coordinator of the Professional Development Center; he was selected from five local applicants. It is hoped that his former position in a middle school will allow him access and credibility with both elementary and secondary school teachers. The new coordinator has spent two weeks in

a professional development center in California, and the director of that center has spent one week in the new Mountain County center. Although teacher participation is voluntary, it is expected that the program will earn a reputation that will cause all staff to seek to participate.

The intent is to have a program that focuses on clinical supervision for the improvement of specific pedagogical skills; the center will not assume many activities normally associated with teachers' centers. By keeping center activities focused, the superintendent hopes to demonstrate specific outcomes and to develop ongoing support for the center; he does not expect Chapter 2 funds to continue indefinitely. The first efforts of the Professional Development Center took place in October. Reports indicate a high level of satisfaction on the part of the twelve participants.

The district has met the costs of extension courses offered by the University of Nevada. However, a hidden cost to the district is also present (as it is in most districts); teachers earning credit in those courses have been able to advance on the district salary schedule. This pattern of staff development will continue (in part to help teachers to meet recertification requirements) alongside the new Professional Development Center.

Mountain County School District presents an interesting case: This district does not feel terribly threatened by cutbacks and consolidation. The amount of ECIA Chapter 1 funds has not been reduced (although costs have increased). And, ECIA Chapter 2 funds have actually increased and allowed Mountain County School District to initiate an innovative staff development program.

This situation is reflected in the attitudes of teachers. They agree with their colleagues in other districts that the future probably holds some financial difficulty, but for the present, teaching conditions in Mountain County are characterized as very good. Because ECIA Chapter 2 money is being used for a staff development center and because word of new programs spreads quickly in a small district such as this, teachers are generally aware of how Chapter 2 funds have been used. One teacher told us: "We're in pretty good shape. My largest class is 24, and class size is smaller across the district. Next year, it may increase. We have a development center now, and we have better conditions than teachers in California. Negotiations will probably be more about power than money. Last year, we had an 11 percent raise; this year, it was 8 percent. That probably won't continue."

Another teacher also summarized the situation as satisfying: "My high school classes are around 22 students. Up to six years ago, our district refused to even consider federal funds. Things are tighter now. We may lose as much as $200,000 from the state, but we've adjusted. Enrollment is dropping slowly, but so far there's no problem. There is some resistance on the part of high school teachers toward participating in the staff development center. Maybe three or four just won't do it, and the others are not as excited about it as the elementary teachers. But that's normal--it will work for most people."

When asked where they go for information about innovations, teachers identified two sources: the associate superintendent for curriculum and the university, especially if they are enrolled in university courses. One teacher commented: "Really, that's not an issue. We're a pretty conservative area, and new ideas don't come along all that much. People are pretty much satisfied with what they have, aren't all that interested in trying something new. But if they are, we have a supportive administration."

Discussion

We conducted interviews in four Nevada school districts. Data from one district have not been included in this report, because they offer no new information. That district has many of the characteristics of the three districts described, and its plans for adjusting to cutbacks, consolidation, and deregulation are quite similar to those of the other districts in this study. The three districts that we have included represent the variety of responses to the reduced funding and program consolidation that occur in Nevada. All three districts are using their ECIA Chapter 2 funds for appropriate purposes. The two small districts (Rural and Mountain) will use these funds for staff development activities, and some of Urban County's funds will be used for staff development.

Throughout our research, the presence of strong network activities among Nevada's 17 school districts was apparent. District-level administrators know one another; many are of the same age cohort, many have shared professional education experience, and all have frequent opportunities for interaction. The two largest districts, which have 80 percent of the school population, are seen as resources by the 15 smaller districts. For example, large districts have more applicants for teaching positions than they have positions available; smaller districts need teachers. As a result, larger districts provide smaller districts with copies of teachers' applications.

Larger districts are able to employ specialists, while smaller districts must assign several roles to one person. Specialists in the larger districts are seen as sources of advice and information by staff of the smaller districts. Active groups meet regularly around job-alike topics and tasks. In a state with such a small population, informal networking among local education agencies seems to be both common and useful as a means of disseminating information and providing technical assistance.

There can be no conflict over the use of ECIA Chapter 1 funds because they are made available for a specific purpose. One district that we studied received a small increase in Chapter 1 funds. Because federal legislation guaranteed that no district would lose money whether 1970 or 1980 census data were used, the other two districts received the same amount as they had in the previous year.

Conflict over Chapter 2 funds may be less common in Nevada than it has been elsewhere, because most districts are not faced with immediate cutbacks. All but two districts received more funds under Chapter 2

than they did from the programs that it consolidates. The decrease in two districts returned them to a level of federal support that is still above their 1980-81 level for Chapter 2 programs. Few existing categorical programs are threatened, and little if any conflict among current stakeholders has emerged.

The more general effect of state cutbacks is not yet known. Districts have been requested to prepare contingency budgets for 1982-83 that reflect an average reduction of 3.5 percent of their state aid. The most common response has been to resist this request, although at least one district has already complied. In every district, we learned of two concerns.

First, there is concern that deregulation may not be a reality. Every administrator expressed concern that federal regulation may become more important as programs are audited; caution seems to be the prevalent attitude. Second, there is concern that the real effect of reduction in state revenue will be felt in 1983-84 school budgets. By that time, the legislators will have met, and new levels of support from the Nevada Distributive School Fund will be known.

An attitude of apprehension pervades. One teacher commented: "We still have money, but next year we'll get stung. It's one of those things we know is coming, but it hasn't had a real effect yet." Another teacher reported: "Everybody's a little nervous; the fear is that jobs will be cut after next year. It's had an effect on morale, even though, right now, things aren't so bad." At the state level, at the district level, and at the university the same concern was reported: If the economy (and therefore the tax base) does not improve, the 1983 Nevada legislature may enact a budget that will make serious reductions in financial support for education.

Why is there so little apparent conflict over the use of increasingly scarce resources for public education in Nevada? We have mentioned several possible contributing factors. Two seem especially important and deserve repetition here.

First, the fact is that resources are only now becoming scarce. In other states, the struggle for dollars for public education has been a major issue for several years. Teachers have been riffed, administrators have been returned to classroom teaching positions, university positions have been frozen, and state departments of education have been forced to reduce their activities in significant ways. These conditions have just begun to appear in Nevada. Although there are shortages in supplies and there are fewer aides, no teachers have been riffed, and no administrators have been reassigned. The two state universities have not yet experienced the problem of frozen positions, and the Nevada Department of Education is only now feeling the effects of major reductions in financial support.

There is widespread concern that fiscal shortages are on the horizon. Nevada educators will follow the actions of the 1983 legislative sessions carefully; the legislature convenes in January. The general state of the economy will also be of concern, as the effects of a shift in tax base emphasis (from property tax to sales tax) determines the availability of

state revenue. We spoke with no one who believed that the fiscal condition of Nevada education would soon improve, but we also found no one who characterized this year as one of major financial difficulties. The fact that there were no reductions and that there were some increases in the amount of money available through ECIA Chapter 1 this fall helped to lessen the fear of financial crises. Further, the fact that all but two districts received increased federal funds through ECIA Chapter 2 helped to lessen the impression that schools were facing financial difficulties. Although Nevada educators are concerned about financial support, so far the situation has not been extreme. Apprehension, rather than despair, characterizes their attitude this year.

Second, it is important to consider size in any explanation of the presence or absence of conflict over scarce financial resources. Teachers and administrators in every district that we visited were generally (and often specifically) aware of activities in other districts. People know one another across districts. They interact. And, they know Nevada Department of Education personnel, often on a first-name basis. Although there is a gap between the university and public schools, as one might expect, there is also frequent contact between the two. Almost all Nevada educators have had some formal contact with one of the two state universities, and almost all continue to have some interaction. In this context of familiarity, open public conflict would be difficult to maintain. An attitude of equity across districts seems to prevail, and an attitude of mutual concern is present. Perhaps this explains why informal networking is so prevalent. In any case, we believe that it explains in large measure why there is so little expressed conflict among Nevada's educational institutions.

SCHOOL IMPROVEMENT IN UTAH: THE EFFECTS OF FEDERAL AND STATE CUTBACKS, CONSOLIDATION, AND DEREGULATION ON EDUCATION

Sue McKibbin

November 1982

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ABSTRACT

Since the mid sixties, the federal government has played a major role in promoting educational innovation and change by supporting categorical programs targeted to specific educational sectors and client groups. With the passage of the Educational Consolidation and Improvement Act (ECIA) of 1981, the role that the federal government will play in supporting school improvement efforts is now highly problematic. However, besides fiscal cutbacks, consolidation, and deregulation of federally funded programs, public education agencies are now confronted with far more massive problems due to protracted state and local retrenchment that has deeply affected their staff, programs, and services. To discover how these agencies cope with this new environment, the Educational Dissemination Studies Program at the Far West Laboratory undertook a year-long set of studies of education agencies at all levels in the three states of the FWL Service Region: California, Nevada, and Utah. Begun in December 1981 and concluded in November 1982, these studies are based on document analysis, telephone and field interviews with more than one hundred persons, and site visits to more than two dozen agencies in these states. The report of findings is in four volumes. This volume describes study findings for the state of Utah. It focuses on six major topics:

- State and local contexts affecting education agency responses to federal and state policy changes;
- State planning and response to ECIA Chapter 2;
- Local agency responses to ECIA Chapter 2;
- Impact of federal cutbacks and state shortfalls on funding for other education programs;
- Impact of consolidation, cutbacks, and deregulation on program organization; and
- Status and trends in staff development.

The report includes three small case studies of local education agencies and an analysis of overall trends and effects.

EXECUTIVE SUMMARY

Introduction. The EDSP studies were concerned with three changing conditions that influence education agencies: grant consolidation, fiscal cutbacks, and program deregulation. Because all three factors were built into Chapter 2 of the Education Consolidation and Improvement Act (ECIA) of 1981, much of our initial attention was focused on how state and local education agencies responded to ECIA Chapter 2. However, in order to gain a broader understanding of programmatic change, we also briefly reviewed the effects of grant consolidation, fiscal cutbacks, and program deregulation in three other areas: special education, compensatory education, and state school improvement activities.

While this report touches briefly on these three areas, it is focused on six major topics:

- State and local contexts affecting education agency responses to federal policy changes
- State planning and response to ECIA Chapter 2
- Local response to ECIA Chapter 2
- Impact of federal cutbacks and state shortfalls on funding for other education programs
- Impact of consolidation, cutbacks, and deregulation on program organization
- Status and trends in staff development

State and local contexts. The Utah State Office of Education has invested the past twenty years in developing strong bonds of informal sharing and networking with the 40 school districts in the state. The tendency for school administrators and State Office staff to have long tenure has nurtured high levels of trust, communication, and understanding among educational decision makers throughout the state. The new State Superintendent of Public Instruction, the former superintendent of one of Utah's more innovative districts, promises to continue this tradition.

The state is experiencing unusual growth due to a high birth rate and some in-migration. These factors, combined with a lower average age and larger family size than exist nationally, have created a critical statewide need for expanded school facilities. Because the funds to undertake a massive building program are not at hand, districts are experimenting with alternative ways to serve more students in existing facilities and still maintain or increase productivity.

School district budgets are lean. There is very little organizational or financial slack to invest in curricular innovation. As the size and number of classes in a district increase, district administrators, school principals, and classroom teachers are placed under further strain.

Expanding without sacrificing quality becomes the focus of districtwide effort. Few if any school districts have the luxury of planning and implementing innovative programs.

State planning and response to ECIA Chapter 2. Implementation of Chapter 2 guidelines went smoothly in Utah. The Block Grant Advisory Committee worked well with State Office staff and the State Board of Education, and the Chapter 2 application form was distributed, completed by districts, and returned by June 30, 1982. A collegial working relationship existed throughout the process, enabling everyone involved to reduce the unnecessary effort that federal ambiguity and confusion over deregulation guidelines could have caused.

The State Office will use its ECIA Chapter 2 allocation to support eight priority programs recently selected by the State Superintendent and the State Board of Education. The decision to combine Chapter 2 funds with mineral lease monies and some carry-over funds provides the resources necessary to support the priorities on a statewide basis. Extensive planning and proposal development by State Office staff preceded the selection of priorities. It is likely that this high level of interest and activity will continue throughout the 1982-83 school year.

Local response to ECIA Chapter 2. Statewide, school districts stand to gain rather than lose from ECIA Chapter 2. Almost $1.2 million more is allocated to LEAs under Chapter 2 than districts received the year before from the separate programs included in the block grant. Seven districts lost money because of Chapter 2, but 33 districts have more to spend. The gains are relatively small. In most cases, the amount of new funding available to a district through Chapter 2 is not enough to have a great deal of impact. In contrast, some of the more entrepreneurial districts lost a great deal of the federal assistance that they obtained in the past from the competitive categorical programs that were consolidated in the block grant.

Analysis of LEA Chapter 2 applications indicates that almost all districts are allocating some of their funding for local instructional materials and equipment. Many are also supporting inservice and staff development activities with these deregulated monies. Other special efforts named numerous times are gifted and talented, basic skills, career education, and community education.

Less than one third of the applicants plan to use Chapter 2 money to initiate something new in the district. Given an environment in which they are being expected to do more with less, it is not surprising that few school districts in Utah will use their ECIA Chapter 2 allocation to try something new or even to perpetuate existing special services or innovative programs.

Impact of federal cutbacks and state shortfalls on funding for other education programs. For the past three years, ESEA Title I (now ECIA Chapter 1) has absorbed federal funding cutbacks. The effects of these cutbacks have been aggravated by the fact that threats of even larger cuts--and last-minute decisions about funding levels--reduced

the capacity of schools to continue some programs and retain some staff. Every district that we visited had absorbed significant reductions in Title I funding for the past three years. Coupled with the effects of inflation, these reductions have curtailed the districts' ability to provide compensatory education services. Staff have been eliminated, funds for travel, supplies, and indirect costs have been cut, and some former Title I schools are no longer being served. The State Office has lost one half-time Title I consultant and, because of deregulation, is de-emphasizing its monitoring role and spending more time on quality issues.

Because legislative support for the State Office has not kept pace with inflation, the agency has not been able to give staff regular salary increases. Furthermore, some specialist positions have been eliminated because of the reduced buying power of state allocations for staff. With the new emphasis on selected state priorities, however, there is hope that remaining staff will be able to provide the most effective leadership and programmatic support possible.

Impacts of consolidation, cutbacks, and deregulation on program organization. Generally, the trend has been to minimize reorganization as a result of cutbacks, consolidation, and deregulation. Utah's local education agencies have not experienced significant shifts in staff role assignments or programmatic emphases. Business as usual is being conducted as much as possible, given the uncertainty and the virtual absence of slack resources. Innovation is not a major thrust, except in the area of productivity. The Utah State Department of Education has experienced a major reorganization; seven divisions were reduced to four, and 14 administrative positions were eliminated.

Trends in staff development. The State Office has established itself as a key provider of educational professional development in Utah. District staff commented frequently that state agency consultants had never turned down a request for assistance. State specialists in many programmatic and curricular areas visit the 40 districts to conduct workshops, provide on-site consultation, and offer their support in other ways. Because some of these specialist positions have been eliminated, districts have lost a valuable source of information and inservice education.

Staff development in the districts tends to be related to specific projects and instructional thrusts. Numerous districts are using some of their Chapter 2 allocation to support these staff development activities. Others see staff development in more generic terms. These districts will use their Chapter 2 monies to support individualized inservice activities or to maintain an existing teachers' center. In most cases, however, staff development will suffer to some extent, simply because there is less money for faculty released time, travel expenses, college course tuition reimbursement, and outside consultants. Staff development may be one of the frills that is cut back or eliminated as budgets get tighter.

UTAH: THE STATE OF THE STATE

Utah's demographic conditions are unique. The state's birth rate is twice the national average. Population is expected to increase by 50 percent in the next ten years--from 1,424,700 in 1980 to an estimated 2,140,000 in 1990. This population increase will not be solely the result of in-migration. It will be as much a consequence of the state's unusually high birth rate as it is a result of new jobs created by development of Utah's energy resources. During 1981-82, 11,650 new students entered Utah's 40 elementary and secondary school districts. By 1989, this figure should double, with an anticipated 23,000 new students annually. More than 70,000 new students are expected to enroll between now and 1986, increasing existing pressures on education facilities and revenues to support public education. Given current projections, the total bill for new school construction could reach $2 billion by 1989, an amount that exceeds the state's entire FY 1981 budget.

Other conditions set Utah apart from most other states. There is a teacher shortage, caused to some extent by the 48 percent decline since 1971 in the number of new teachers being prepared each year. The six teacher preparatory institutions in Utah prepare approximately 24 mathematics teachers each year. Utah's teacher shortages are exacerbated by the fact that school enrollments are increasing rapidly. The "middle-age bulge" reported by the National Education Association does not exist in Utah. Most teachers in Utah are under 39 years of age. Finally, those who are teaching are often prepared for the wrong field. Forty-one percent of the mathematics teachers in the state have neither a major nor a minor in mathematics. Sixty-three percent of the physical science teachers and 59 percent of the biological science teachers have neither a major nor a minor in the subject.

In October 1981, the Utah Systemwide Education Planning Commission published a Master Plan for Addressing Eight Critical Issues Affecting Education in Utah in the '80s. Sixty-three commission members worked together for more than a year to develop recommendations regarding the future of education in Utah. The master plan's prologue suggests probable future conditions, some of which are summarized here:

- The current population will increase 50 percent by 1990 due to in-migration and a high birth rate.
- Population growth will be uneven, with the population in some rural areas increasing as much as 150 percent.
- The population will become much more diverse by 1990 as regards race, culture, religion, and place of birth.
- The influx of new industries may create challenging environmental impact problems.
- Cutbacks in governmental spending will be necessary due to cuts in the percentage of personal income taken as taxes.

- Public involvement and participation in government at all levels will increase.
- More students will attend private or home schools.

Within this context of probabilities, the commission identified eight central educational issues for the 1980's:

- Purpose and nature of schooling
- Helping students to develop their potentialities
- Quality staff
- Curriculum organization
- Public involvement and participation in educational decision making
- Governance of public education
- School facilities
- School finance

Governor Scott M. Matheson chose to focus on three of these issues--the basic purposes of public education, finance, and facilities--in his action plan, Solving the School Crisis. These issues and the governor's response are discussed later in this report.

One staff member in the governor's office commented that "the priority in Utah is tradition." However, demographic and economic changes anticipated for the 80's should encourage educators to turn off the beaten track and explore new avenues for delivering educational services to the public.

The Utah State Office of Education

A New State Superintendent

In July 1982, Leland Burningham, former superintendent of the Weber School District in Odgen, Utah, became the new State Superintendent of Public Instruction. With a record of assertive leadership and innovative ideas, Dr. Burningham is considered to be an excellent person to head the Utah State Office of Education. The collegial relationships that he has already established with educators throughout the state further enhance his credibility and the level of support that he enjoys outside the agency.

The Effect of Prior Cutbacks

> The feds have lost a lot of credibility with the states because of what's happened with the block grant changes. Theoretically, the value of block grants is efficiency--give states more flexibility and save the feds 10 percent. But, they've cut much deeper than that. It's become a devious way of eliminating programs. Block grants seem not to have been used as an honest way of becoming more efficient. One of the end results of deregulation will be to reduce the role and power of the SEA.

With these words, an administrator in the Utah State Office of Education underscored his concern about the effect of ECIA Chapter 2 on the state agency's role in educational leadership. Much has happened to compound his sense that the agency has been betrayed by the block grant legislation. Over the past few years, State Office of Education staff cuts have significantly curtailed the ability of the office to serve the 40 school districts in Utah. This has been occurring at a time when school districts particularly need outside help. How did it happen?

Passage of the Elementary and Secondary Education Act (ESEA) in 1965 presented state education agencies with an alternative way of defining how they could support quality education at the local level. ESEA Title V provided funding to be used by state education agencies (SEAs) to develop their leadership and service potential. The assumption behind Title V was that SEAs would establish statewide educational priorities and nurture their development at the local level. Rather than serving solely in regulatory and fiscal monitoring capacities, SEAs were seen as the initiators and supporters of educational innovation and reform.

To a great degree, Title V had the effect that was intended. State education agencies grew, and so did their influence on educational policy making and program implementation. Utah responded to the infusion of federal dollars by hiring a number of competent, active educators to serve as statewide consultants. By the late 1960's, a service delivery system connecting the State Office and Utah's 40 school districts was in place. By 1980, 80 percent of State Office staff were federally funded.

But, the tide turned in 1980, when the state legislature reduced the State Office of Education budget by 4 percent from its FY 1979 level. When the effects of inflation are taken into account, that reduction amounted to approximately a 15 percent cut in state-level support for the State Office. Since then, the Utah State Office of Education has been absorbing state funding losses ranging (when inflation is taken into account) between 10 and 15 percent annually. When the State Office asked the legislature this year to use state funds to replace federal funds lost because of ECIA Chapter 2, "they turned a deaf ear to the requests." Because the legislature declined to consider dollar-for-dollar reinstatement of State Office budget line items, programs were eliminated.

The State Office administrator for curriculum and instruction reported that no professional position in his division that had become vacant in the past three years had been filled. When someone retires, the position is eliminated. If a program is dropped, staff are shifted to other positions. In the last 18 months, field consultant positions in child development, individualized education, emergency preparedness, and nutrition education have been cut. Secretarial staff positions have also been eliminated; specialists now have only one third of the secretarial support that they formerly enjoyed.

One State Office of Education administrator feels that "we've lost on the long haul. We're developing a reputation for instability. We've had top-quality staff, but we're gradually losing them. The State Office can't offer more money than school districts to draw good people anymore. And, we can't compete with university salaries, which are moving well

ahead of us now." No more than one quarter of State Office staff receive salary step increases in a given year. The others must cope with rising living costs on last year's salary.

Another State Office administrator, who has 17 years tenure with the organization, said: "I'm going to leave when my 30 years are up. And, 13 of my 27 staff members who reach retirement age in the next five years will probably do the same. The only thing that keeps staff here is that there's no place to go."

Some State Office consultants and administrators see the 1965-1980 era as its "golden days." During that period, leadership and coordination rode the wave of federally funded SEA staff positions. A great deal of human investment was made in an effort to help schools to improve educational opportunities for all students. But, "Reaganomics and the state legislators who rode in on [Reagan's] coattails are trying to wipe out bureaucracies, including education. If this keeps up, all we'll be is paper shufflers meeting mandates. State agencies will be like they were in 1960. No one ever heard of us then. There was no coordination among LEAs, and everyone was reinventing the wheel."

One State Office staff member saw the current challenge to be the erosion of quality education on two fronts: vouchers and tuition tax credits, and politicians wanting to control education. His comment: "During the next decade, education will face the greatest challenge since Horace Mann."

At the September meeting of the State Board, Superintendent Burningham announced that the Utah State Office of Education reorganization plan had been approved. In an effort to reduce costs, 36 administrative positions were reduced to 22, and seven divisions were consolidated into five, with three administrative divisions being combined into a single division. Although all present staff were told that they could be retained, all must apply for newly created positions. One staff person commented: "It's fair to say that there's more dialogue across agencies and divisions as a result. We are more alert to duplication of effort, more aware of what others are doing."

Effects of Federal Deregulation

Although Utah has been active in developing state policy guidelines for federal programs, it is far from being a "regulatory" state. State Office of Education staff perceive the LEAs as being satisfied with the state's level of regulation of state and federal programs. Our small sampling of large and small districts seems to confirm this view. The Utah State Office of Education formed a committee with LEA representatives to create a new and much simpler Chapter 1 application form.

One school superintendent responded this way: "I don't see that much change in what we have to do, only in who is responsible. We just don't have to submit as often or submit as much information. But, we still have to keep records."

Another administrator from one of the larger districts said he expected to see "fewer feds auditing us." Because his district was large, it was usually one of the first in the state to be audited, and it has always done more, because it has been used as a model by other districts. "Maybe we can relax a bit now, but we'll still do as much as we need to." Moreover, evaluation practices "definitely will change." Now, they will collect the information that makes the most sense to them; they will not be doing things just because somebody else wants to know.

The Education Consolidation and Improvement Act: Chapter 1

The Director of Title I (now ECIA Chapter 1) at the Utah State Office of Education reports that nine noticeable changes have occurred as a result of federal compensatory education policy modifications:

1. The number of students participating in Title I programs throughout the state has been reduced. This is the most significant programmatic change. Between FY 1980 and FY 1982, the number of Title I participants in Utah dropped from approximately 23,000 students to 17,500 students.

2. Uncertainty about funding, along with actual funding cutbacks and inflation, contributed to this reduction in the number of Title I students. Local districts must make staffing commitments in the spring, long before funding levels are established in Washington. With cuts between 6 percent and 20 percent threatened, districts had difficulty planning and staffing their compensatory education programs (not to mention maintaining continuity from year to year). However, the supplemental appropriations bill passed by Congress in September solved this problem, at least for the current school year.

3. Some deregulation resulted from enactment of ECIA Chapter 1. But, some flexibility, such as the option of retaining schools that had qualified in the previous year, was lost. The ambiguity of the new Chapter 1 regulations created some difficulty. The state director commented: "Hopefully, the final regulations will be issued by late summer or fall of 1982, and many uncertainties will be resolved." (By the end of October, the final regulations had not been published.)

4. One State Office half-time Title I specialist position has been lost to funding cutbacks. Title I staffing positions in districts throughout the state have also been eliminated.

5. Some paperwork formerly required of school districts has been reduced by deregulation, and State Office staff have lost a few monitoring responsibilities.

6. Less time will have to be spent determining the comparability of Chapter 1 and non-Chapter 1 schools.

7. Title I evaluation models for collecting and analyzing student achievement data are not mandated under Chapter 1. Some people estimate that three fourths of the districts will continue to collect evaluation data consistent with the Title I evaluation models. However, there is

now no guarantee that comparable achievement data will be collected as systematically and thoroughly as they were in the past. The state director summarized: "This omission may adversely affect the quality of the evaluation data collected by the state and provided for us at the federal level."

8. For State Office compensatory education consultants, program monitoring will be de-emphasized, and program quality will be a major thrust. In the past, state administrative monies for Title I have been used to establish a demonstration teacher training model and to support local staff development activities. These efforts will be continued; they may be expanded.

9. Parent participation in compensatory education decision making will be reduced. Although ECIA Chapter 1 allows districts to modify their procedures for obtaining parental input and consultation, at least half of the districts will probably use strategies and structures established under Title I. Plans are under way to reduce both the number of representatives on the State Parent Advisory Council and the number of annual meetings.

Ambiguity has plagued compensatory education appropriations levels in the past few years. The debate over use of 1970 or 1980 census data in allocating FY 1983 funds to states under Chapter 1 was resolved in September, when Congress overrode a presidential veto of its supplemental appropriations bill. This appropriations bill guarantees that districts which stood to lose funds if 1970 U.S. Census data were used would receive funds to compensate for the loss. But, the 1970 figures remain, so that districts which would have lost funds if the 1980 figures were used will not suffer a loss.

The Education Consolidation and Improvement Act: Chapter 2

After the State Office received notice of the state's share of Chapter 2 funds from the U.S. Department of Education, it was able to complete the task of estimating formula allocations to Utah's 40 school districts for the 1982-83 school year. Local allocations were based on the basic state funding formula, excluding adult education, summer vocational education, and extended-term and summer enrollees. $25,106 was subtracted from the LEA share of the state's Chapter 2 funds for use by the nonpublic schools that had indicated a desire to participate. District breakdowns can be summarized as follows:

- The total state allocation under Chapter 2 is $3,088,965. This represents a total increase in funds for local districts but a decrease for the State Office of Education.
- The total Chapter 2 allocation for LEAs for 1982-83 is up $1,123,863. In 1980-81, districts obtained $1,347,302 for categorical programs included in Chapter 2. This year, their Chapter 2 allocation totals $2,471,165.

- The State Office of Education share of the state's Chapter 2 allocation is $617,791.
- Seven districts will lose money due to Chapter 2. Losses range between $3,967 and $52,225.
- Thirty-three districts will gain funds. Gains range from $434 to $192,190.
- Of the 40 districts, the lowest Chapter 2 allocation is $2,421, and the highest is $417,207.

The week after the Utah State Office of Education received approval from the U.S. Department of Education for its proposed LEA allocation formula, a meeting of all the local Chapter 2 administrators was called. Smaller districts were represented by school superintendents. Other districts sent a central office manager, such as the director of federal programs or a finance officer. A number of handouts were made available to participants at the meeting. These handouts included a draft of Chapter 2 Purposes and Activities and the published rules and regulations, a memo summarizing Block Grant Advisory Committee recommendations, Utah's official three-year Federal Block Grant Program application for LEAs, allocation sheets for all 40 districts and participating private schools, and a meeting agenda.

The committee's three functions were outlined for the group. First, it was reported that the committee had advised the State Board of Education to allocate funds to LEAs according to the basic state school funding formula, which considers both enrollment and high-cost factors. Second, the committee's resolution turning the state's 20 percent over to the State Board of Education for recommendations about how it would be spent was described. A number of school district representatives were not aware of the 80 percent-20 percent split and asked to have it explained. Finally, it was reported that the committee's evaluation role had been turned over to one member, who will serve as evaluation coordinator. Districts were encouraged to contact him or the committee chairperson if they want to "give the Advisory Committee input on how their project is doing."

The dollar amounts of school district Chapter 2 allocations were not disputed by the group. The main concern of its members was how to work with the private schools in their district so that they would remain within the law. Questions about nonpublic schools far outnumbered any other procedural issue raised at the meeting. "We bent over backwards this first time to make sure [the private schools] had an opportunity to participate," commented the state Chapter 2 coordinator. The State Office tried to contact every private school in the state "to advise them of their option to participate." He commented further that the State Office had been "out aggressively making information available to them as much as possible, and we continue to do so to protect ourselves, so we can prove we've done it. But, that doesn't mean you should relax your own [local] efforts to provide for the participation of private schools. If those kids weren't there, they'd be in your schools." District representatives were advised to document all their efforts to contact private schools "and show when they did not choose to participate."

One of the main reasons for the uncertainty regarding participation of private schools in Chapter 2 was that home schools are legal in Utah. Local administrators were distressed at the prospect of having to identify and communicate with every home school in the district. They did not want to be cited for noncompliance, yet the proliferation of home schools presented a problem. One participant suggested that a district could run an announcement in the local newspaper to document its effort to solicit participation by nonpublic schools in Chapter 2. By the end of the meeting, it had been agreed that, if all the larger nonpublic schools were contacted, the district would meet the requirement. Any private school that asked to participate after July 1, 1982 could be added to next year's budget.

In the past, Utah maintained a number of regional repositories to handle cooperative audiovisual media purchasing. Early this year, the State Superintendent announced to Utah school districts that these centers could no longer be maintained unless an alternative funding source was found. State Superintendent Talbot suggested that districts allocate 8 percent of their Chapter 2 funds to these centers. Any district choosing to release 8 percent to the agent district that houses the center could do so, and the state would send the money directly to the center's account. All the districts subsequently agreed to do so.

A discussion ensued about whether districts should apply under Subchapter A (Basic Skills Development) or Subchapter B (Educational Improvement and Support Services). The State Office Chapter 2 coordinator highly recommended that districts submit under Subchapter B, because "A prescribes what you're supposed to do, and B is much more auditable"; in other words, B is less specific.

A great deal of discussion occurred over definitions of "supplement versus supplant" and "maintenance of effort." On the one hand, the money may not be used to supplant last year's local expenditure for a particular line item. On the other hand, maintenance of effort is not calculated line by line but by looking at funding totals or per-pupil expenditures. "We need to show at the state level that maintenance of effort has been retained, so you don't have to worry about it locally."

"Responsibility for compliance is on local shoulders," reported the state Chapter 2 coordinator. "Audits will be conducted by federal staff from the regional office in Denver. I encourage all of you to have a little evaluation component on anything you decide to do. You are better off building in some evaluation, so you don't have to reconstruct what happened after the fact."

In addition, districts were told that they "must provide information reasonably required by the state for final reports. I guarantee that we won't require anything of you that isn't required of us by the feds." The state has mainly a financial responsibility for Chapter 2, while districts have programmatic accountability.

After less than two hours, the meeting was over, and school district representatives had the information that they needed in order to apply for their district's allocation. The meeting was well organized and well managed. People were willing to cooperate in every way with the State

Office of Education in order to obtain their block grant money as quickly and easily as possible.

The Utah State Board of Education deliberated at length about the use of the State Office's Chapter 2 allocation, which totals approximately $618,000. In July, the Board discussed priority areas for which the state could provide effective leadership.

As a result, the state's share of money was placed in a fund with mineral lease money and FY 1982 carry-over funds from state and federal programs. This special fund will contain more than $1 million, which will be applied to selected State Board priorities. One State Office administrator was careful to point out, however, that the state's Chapter 2 allocation will be used only in ways and areas allowable under the rules and regulations. Because other funds, such as the mineral lease monies, can be used more flexibly, they will be allocated to priority areas not allowable under Chapter 2.

The Utah State Office of Education, then, will use its Chapter 2 allocation to address priority initiatives identified by the State Board. Rather than continuing business as usual, this agency has chosen to use available deregulated money in an effort to develop identified statewide goals. Just as important, the State Office is augmenting its Chapter 2 allocation with money from other sources to provide leadership in targeted areas.

Special Education

Action in Congress and the U.S. Department of Education regarding P.L. 94-142 changes the prospects for special education daily. As a result, the Utah State Office of Education had little to report about how the state as a whole will be affected by modifications in federal special education policies. An overall increase of 37 percent in the P.L. 94-142 budget has been approved. Small grants for personnel development will be increased, but the overall effect of this small increase remains unknown.

Special Research Projects

A 1959 mineral lease law requires a percentage of the funds brought in by such leases to be used for "research in the utilization of staff and facilities in education." This year, mineral lease money is being used to support special thrusts identified by the State Office of Education. The language of the law allows the agency to invest the money in many ways and areas, ranging from grants to individual school districts to paying State Office research staff salaries.

On March 8, 1982, the Management Team of the Utah State Office of Education approved a new process for utilization of mineral lease research funds. The group agreed that these funds would be used for "experimental projects initiated or sponsored by the Administration of the State Office of Education which deal with major issues in education." To implement

this policy, the Associate Superintendents, in consultation with division administrators and the State Superintendent, created a list of issues deserving research and development attention. The Acting State Superintendent of Public Instruction selected ten priority initiatives, for which State Office staff developed proposals. These are the ten priority initiatives:

1. Valuing teachers
2. Implementing the reports of the Utah Statewide Educational Planning Commission and the Vocational Education group
3. Role of the principal
4. Teacher evaluation
5. Areas of critical shortage in teacher supply
6. Productivity
7. Microcomputer and information technology
8. Institute for community-based planning
9. Impact of the present system on special groups
10. Coordinating academic subjects with vocational subjects

Proposals were submitted by State Office staff in time for the August meeting of the State Board of Education. Because some discretionary carry-over funds were also available, staff were asked to assess whether the research aspects of their proposals justified use of these limited funds. The state's share of Chapter 2 money will also be used to fund these priorities, as mentioned earlier. On July 29, Superintendent Burningham decided that programs addressing the first eight issues would be established.

As part of its internal planning strategy, the State Office management team adopted a set of criteria for evaluating proposed state programs to be used on a pilot basis. Five possible applications were suggested in a July 22 memorandum:

1. Rating new proposals for FY 1983 discretionary monies
2. A guide for proposal development
3. A way to decide on program reductions during periods of cutback
4. Prioritization criteria to be sent to the Governor's Office and other state agencies
5. Refining FY 83 and FY 84 planning and budgeting documents

A sampling of the criteria is given here by State Office function:

Leadership function. "This leadership activity provides incentives that are used in ways that build capacity, encourage local problem solving, and do not force the selection of a preferred alternative."

Service function. "This service has been rated high by the recipient districts, institutions, and clients as being critically needed and effective."

Control function. "This program provides standards rather than prescriptions."

Productivity function. "This project or program will ultimately provide the same quality service with less money."

These criteria offer an enlightened way for State Office decision makers to select programs that deserve investments of time and resources, and visibility. They also enable thoughtful decisions to be made about implementation priorities by providing guideposts that articulate the State Office's role in educational leadership and support.

Summary

In spite of state and federal funding cutbacks, the Utah State Office of Education is pursuing a number of innovative programs. In addition, alterations in priorities and organizational structure have been made by the new State Superintendent of Public Instruction. Overall, the current activities and future plans of the State Office are cautiously optimistic; it is too soon to tell what consequences the reorganization will have.

The Governor's Office

> Enrollments are exploding at the very time the state's budget is constrained, urbanization has created new requirements for public resources, the federal government is shifting many educational responsibilities back to the states, the taxpayer is demanding relief. These stark realities preclude the luxury of an education smorgasbord. It is imperative that we set educational priorities and focus on doing the basics well.

With these words, Governor Matheson introduced Solving the School Crisis, his plan for assuring quality education in Utah during the 1980's. A Democrat working with a Republican legislature, Matheson is using the strong popular support that he has received as a lever for long-range educational planning and policy development in Utah.

Educational governance is the focal issue influencing much of Matheson's effort to reform the state role in education. An elected 11-member State Board of Education is charged with the "general control and supervision" of elementary and secondary education programs in Utah.* The 16 members of the Board of Regents are appointed by the governor to set policy for the state colleges and universities. The governor's authority over elementary, secondary, and higher education programs and priorities is limited to two areas: balancing the state budget and recommending the educational budget for both public and higher education.

In an effort to improve state-level management in public education, Governor Matheson has made some visible moves to establish long-range goals and priorities for elementary and secondary education. Earlier this year, the Governor's Office issued a booklet entitled, Solving the School Crisis: Governor's Action Plan for Quality Elementary and Secondary Education.

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* Plans for realignment of the state's education districts would reduce membership on the State Board of Education from eleven to nine.

The purpose of Solving the School Crisis is to bring pressing educational issues to the attention of the State Board of Education and local boards of education. This publication suggests strategies that state and local education agencies can use to address three critical educational issues:

- Basic purposes of public education
- Financing of public education
- Facilities for public schools

Policy options suggested by the Governor's Office in these three areas are summarized in the paragraphs that follow.

The first goal is "to establish statewide basic educational purposes which will guide local district planning, decision making, and resource allocation." Specific steps were suggested for reaching this goal:

1. The State Board of Education should adopt a statement of basic educational purposes to guide "community-based planning, resource allocation, and specific student performance."

2. Each school district should establish a program of community-based planning.

3. The State Office of Education should serve as the clearinghouse and catalyst for ideas about creative ways to use existing community resources more effectively.

4. The State Office of Education should establish a Community-Based Planning Institute to help districts work with their community groups.

5. The legislature should institute a block grant approach to resource allocation.

A number of assumptions underlie the first goal. First, the governor believes that limited state funding for education requires each school district to set priorities based on what it considers its basic educational purposes to be. There will no longer be enough money to offer every possible educational program, although some existing programs have proved successful. Second, the governor believes that negotiations concerning educational priorities should occur at the local rather than at the state level. Block granting of state education funding transfers lobbying by special-interest groups from the legislature to the community, where decisions about the allocation of scarce resources should be made.

The second goal is "to foster the efficient use of limited resources available to local school districts in providing quality education to Utah students." This goal emerged because of "federal revenue losses, an anemic economy, high inflation, and a tax-weary citizenry." New approaches to productivity and efficiency, coupled with creative use of technological advances, would help to maintain quality educational programs despite an eroding funding base. The governor's action plan for the reform of state education funding calls for a simpler funding

formula, increased local autonomy, equity and equalization of the property tax, a constitutional amendment to eliminate the existing ceiling on the amount that the state can provide to the Minimum School Program, and multiple legislative actions to reform school finance.

The third goal is "to ensure the efficient use of limited capital funds available to local school districts for construction and maintenance of facilities." Because the state does not have the funds needed to construct new buildings in which to educate its growing student population, the governor suggests that "local districts should consider ways to make maximum use of existing buildings as well as other public and private community facilities." Other options, such as year-round schools, double sessions, increased class size, and off-site instruction, should also be considered as alternatives to construction of new school facilities. Of primary importance is the notion that "the state should require local districts to make full use of their own taxing authorities and make the most effective use of their buildings before any state funds are provided." The plan of action for meeting this third goal proposes legislative, executive, and administrative action to address the current overcrowding of schools before it becomes worse.

Preservice and Inservice Education

The State Office of Education and the teacher preparation institutions throughout the state contribute various staff development services in Utah. The activities of both types of organization are summarized here.

State Office of Education

Curriculum and instruction. Staff specialists in this unit play three roles in relation to the state's 40 school districts: They provide technical assistance, they offer leadership to share information about innovative ideas, and they serve as generalists in the area of curriculum and instruction. In large districts, state specialists work with their counterparts in the district's central office. In smaller districts, they serve as the local curriculum supervisors that such districts cannot afford to hire. The top priority of the State Office of Education is to provide local districts with subject area specialist services. All core curricular areas except language arts are covered by current staff.

State consultants provide a vital leadership, coordination, and support function that is tapped liberally by about 75 percent of Utah's districts. As one person commented: "Districts used to have lots more money to bring in university professors. Now, because of cutbacks, they're waiting for state help. And, if that's not available, there isn't anywhere else to go."

Utah follows a six-year statewide staff development cycle begun in 1975 in all subject areas. Two years are spent on curriculum development, three years on inservice for LEA staff, and one year on an evaluation and

needs assessment strategy. Curriculum packages or "Courses of Study" were developed to help teachers to individualize various content areas. The courses of study include objectives, pre- and posttests, and a resource file. Teachers are encouraged to provide instruction from the courses of study, using textbooks as resources. State Office of Education materials and assistance supplement the work of each teacher, who is responsible for developing lesson plans and units of work.

Curriculum specialists are expected to spend 70 percent of their time in the field serving local schools. Mondays are set aside for staff meetings, so there is little time for these specialists to spend sitting at their desks. "I haven't had a day off in three weeks," observed one State Office staffer. "We work five and a half days a week all year except in July. Workshops on Saturdays really cut into my free time on weekends." Although the State Office has had to reduce the number of workshops that it sponsors, there still are numerous weekend functions requiring the participation of State Office staff.

Two years ago, the State Office made a policy decision to cut programs rather than reduce funds for travel to a point that would make existing programs almost nonfunctional. But, in fact, in-state travel has been increased. "It's [the consultants'] job to be out there. They're of no value sitting behind their desk." The specialists have not turned down a single request from the field. Out-of-state travel, however, has been reduced to one trip per person a year.

The Utah State Office of Education received especially strong commendations from administrators in large and small districts. One superintendent stated: "It is the number one source regarding federal program changes that impact on the schools. The various specialists in the Office of Education are particularly helpful regarding details." Another administrator from one of Utah's larger districts praised the State Office, stating: "They are real good, especially their staff dealing with [the specific programs that he administered]." In general, the administrators from the larger districts tended to name more sources and to include a larger number of Washington, D.C., and other out-of-state sources of information concerning federal program changes.

Staff development activities. At the state level, perhaps the most notable factor is the Utah State Board of Education's Five-Year Goals, mentioned earlier. In March 1979, the State Board identified four major goals that have become underlying principles to guide Utah's entire public school system. The fourth goal is teacher training. This goal states that "the public school system will assure that students enrolled in that system are provided with professional educational personnel who have the necessary knowledge and skill to give all students classroom and other school experiences which will allow for development of their fullest potential." During the past two years, a major program and materials development effort related to this goal has been undertaken by the Utah State Office of Education, which has worked with a consortium of Utah teacher training institutions (the Utah Skills Project) to produce a performance-based teacher education program that includes 71 Skillguides. Participants are in the process of validating these materials and distributing them for preservice use. In addition, work has begun on

plans for use of the Skillguides, coupled with an extensive listing of complementary resources, to provide a foundation for an individualized professional development model for educators.

Perhaps because of the major emphasis given to teacher education by the State Board, the Utah Office of Education has taken seriously the requirements of P.L. 95-561 and P.L. 94-142 to develop a Comprehensive System for Personnel Development (CSPD). The implementation of Utah's CSPD for special education is particularly interesting. The Special Education CSPD Council, which includes representation from the State Office of Education, institutions of higher education, local education agencies, vocational rehabilitation agencies, the state legislature, parents, and others, is being used as a long-range (five-year) planning body. The Council is studying special education personnel development in the state, especially with respect to longer-term preservice needs.

The Special Education CSPD is an important inservice resource in Utah, since approximately 85 percent of special education students are taught by regular teachers rather than in special education classes. Indeed, Utah mainstreamed most of its special education students long before P.L. 94-142, due to both the state's education philosophy and the prevalence of low-density school districts. As a consequence, special education trainers in Utah have long recognized that they "must train everybody."

More immediate inservice education needs are attended to by a SEA-LEA Consortium that includes representation from Utah's 40 school districts and other education agencies in the state. The consortium's goal is to strengthen school district capability to procure sufficient numbers of qualified personnel and to provide inservice training. Direct assistance with media, materials, and inservice training is provided by the Utah Learning Resource Center, which operates under the supervision and direction of the consortium's leadership team. Resource center staff, university and college faculty (University of Utah, Brigham Young University, Utah State University, Weber State College, and Southern Utah State), staff of the four Regional Education Service Centers, and school district inservice training leaders are responsible for the implementation and delivery of inservice education.

Interesting inservice education activities can also be found in compensatory education, basic skills, and bilingual education. Utah now has a statewide cadre of approximately 40 demonstration teachers, who offer a highly personalized and individualized service to compensatory education teachers. They go into classrooms to demonstrate teaching principles and skills selected by the classroom teacher from an extensive list of options. The classroom teacher then practices the skill and is critiqued by the demonstration teacher, who returns again in about a month for follow-up.

The Basic Skills Project in Utah has focused on inservice training of teachers and administrators in reading, mathematics, and oral and written language. The project also coordinates these basic skills with other curricular areas included in Utah's definition of basic skills. More than 200 administrators and nearly 2,000 (of Utah's 14,500) teachers were involved in basic skills training programs last year, funded by federal basic skills monies.

Due to urgent and expanding needs for programs to serve limited-English-proficient students, the state legislature has allocated special funds, and the State Office of Education is preparing a Five-Year Plan in Bilingual Education. But, the special demography of the state poses some challenges. For example, students in one of the state's largest school districts speak 33 different languages. Nevertheless, even counting Hispanic and Native Americans, the total minority enrollment in this district is about 6 percent. The minority populations are distributed so evenly throughout the district that no school has more than 20 percent enrollment where English is the second language. Consequently, there is only one school in the entire district where it is practical to operate a purely bilingual program. The district deals with its low-density, multilingual dispersion problem by providing extensive inservice training in English as a second language.

Our discussions with a sampling of school administrators in districts ranging from some of the largest to some of the smallest provide further evidence that local administrators, as well as state education leadership, see inservice education as an important way of improving education. In some cases, district inservice budgets have been increased. Staff differentiation and staff development are key components in one of the two state-funded school productivity projects. One of the state's smaller districts (it has fewer than 1,000 students) reports heavy involvement in two state-sponsored inservice projects. The goal of one project is to involve every certificated staff member in an individualized professional development program using materials produced by the Utah Skills Project.

While state, regional, and local leadership are significant forces that support inservice education, professionalism and economic advancement are important individual motives. The state legislature rescinded nearly all its recertification requirements in 1978 (Utah House Bill 88). Renewal is automatic if the person has had a contract in a certified position in three years of a five-year period. Consequently, the "carrot" for inservice training in Utah is the credit that will advance professionals on district salary schedules, not the "stick" of recertification. Some school districts recognize state-approved courses as qualifying for salary increases, and university credit is usually accepted.

Institutions of Higher Education

Credit courses. The most active providers of university credit courses in inservice education in Utah are Utah State University at Logan (probably the top provider), the University of Utah at Salt Lake City (probably second), Brigham Young at Provo (which does extensive inservice work with districts), Weber State College at Ogden (which operated the only Teacher Corps project in the state), and Southern Utah State at Cedar City (which services many of the low-density districts in its area). Utah State University provides continuing education on campus at Logan and also at its Southeastern Utah Center for Continuing Education, its Unitah Basin Center for Continuing Education, and at Cedar City, where it operates an MA-level program. Utah State University also responds to school district needs on a request basis. The University has a cooperative arrangement

with Granite School District, which operates one of the largest inservice programs in the state.*

Those concerned with inservice education at the universities report that they have not seen much cutback overall. Governor Matheson has requested a 2 percent cut in university operating budgets. At Utah State University, an administrator commented on the impact that the governor's request may have: "If we use this year as a base, it won't be terrible. But, if we begin with a base of 98 percent, it will really hurt. At the smaller state schools, it's even more serious, because they can't switch faculty around as much. If you have only one science educator and you have to drop a position, what do you do?" At the same time, school districts are increasing their demand for university credit courses, and field-based programs remain popular. However, some colleges and universities are nearing the limits of their capacity to meet school district requests at their current faculty level. Perhaps as a consequence, there is an increase in the development of cooperative arrangements and in the use of adjunct instructors to teach university credit inservice courses offered by school districts.

Need for staff development. Particular demographic and economic situations in Utah deserve mention. Utah public school enrollment has increased each year for at least the last four years in grades K-6 and for the last two years in grades 7-9. At the same time that enrollments are increasing, teachers are leaving to take higher-paying jobs in other fields. Male educators are accepting better-paying positions in new energy industries in various parts of the state. In one small district, 35 male faculty took jobs in the oil industry. Approximately 2 percent of the state's male staff leave education each year. Were it not for significant reductions in the level of funding, which has forced cutbacks in staff, Utah would already be facing a general teacher shortage at all grade levels except 10-12. Continuing shortages are reported in a number of specialized fields, including mathematics, natural and physical sciences, agriculture, special education, distributive education, and vocational-technical areas. Although the Logan and Provo areas of the state may have an oversupply of teacher job applicants (because these areas are attractive, because they are major teacher training centers, and because wives of graduate students seek employment while their husbands are in school), many other parts of the state are recruiting. Thus, increases in student enrollment and relatively high staff turnover due to a deterioration in the attractiveness of teaching jobs compared with other employment opportunities combine with the desire of staff to advance on school district salary schedules to create a continuing, if not growing, demand for inservice credit courses. Schools may not have as much money to support inservice as they did in the past, but teachers will probably pay for inservice credit courses if they have to. Most school districts seem committed to maintaining their inservice education programs but face uncertainty over future levels of funding that could adversely affect their overall budgets.

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* One school district's winter-spring 1982 inservice bulletin lists 40 inservice course titles, 4 district lecture series, and 31 special programs.

University of Utah pilot study. The University of Utah, located in Salt Lake City, has initiated a pilot study in teacher evaluation and staff development that could have statewide impact during the 1980's. Two staff members from the Center for Professional Practice in the College of Education are currently working half-time with two large school districts in Utah. A third district is negotiating to participate in the program.

Staff at the University of Utah's Center for Professional Practice recognized that there was a need for new teachers to be socialized into the profession during their first year on the job. They saw many new teachers leaving the College of Education and going immediately into self-contained classrooms, where they were quickly overwhelmed by existing norms of autonomy and loose coupling. The resulting isolation did little to encourage them to seek help from more experienced teachers or to obtain information about district organization and services.

To remedy this situation, university staff agreed to work with participating districts to establish norms for entering first-year teachers. A mentor is assigned to each beginning teacher. Mentors are told that their job is to be "on the teacher's side." Mentors receive released time from their district to take classes for credit at the university with mentors from the other participating districts. The new teachers receive released time to work with their mentors and to visit other classrooms. The implicit and explicit message within the district is, "You really are expected to get out of your classroom regularly."

University staff have approached the legislature for support. They have had conferences with individual senators and representatives, and they made a presentation to a joint committee of the state House and Senate. Emphasizing its independence from the Utah Education Association and the State Department of Education, the university has been able to win the confidence and support of six key senators and representatives, all of whom are watching the pilot project closely. The faculty at the University of Utah who originated the staff development program for new teachers are optimistic about the future prospects of their unique effort.

One school district has made a ten-year commitment to participate in the project. The district employs 200 new teachers each year, all of whom would be eligible to participate in the pilot study with the University of Utah. Next year, 15 of those teachers will be involved, thanks to the initial interest of the district superintendent and to the commitment of teacher representatives.

In the past, the district has provided one day per month of released time to teachers for staff development activities. These days have only infrequently been taken by the faculty, most likely because the norms for peer sharing among staff were not well organized or developed. Under the pilot program, one extra day of released time will be provided to participating new teachers. Thus, one half-day every week is available for new teachers to talk over questions or problems with a mentor, observe other teachers at work, or attend workshops developed for new teachers. Participation in the project is a condition of employment in the district.

In another district, the president of the teacher's union spearheaded the effort. He contacted University of Utah staff first, then encouraged district participation when he had enough facts to support his recommendation.

Local funds will be used in participating districts to cover the cost of released time for mentors and new teachers. The university will contribute to the project by paying two of its professors to work half time on the pilot phase of the innovation. There is great interest in this effort to continue training new teachers during their first year on the job.

Local Education Agencies

This section begins with an overview of how Utah school districts have chosen to spend their Chapter 2 allocation. Next, it takes a brief look at where Utah educators go for information, technical assistance, and staff development. The section concludes with case study descriptions of three districts.

Use of Chapter 2 Funding

A review of 28 of the 40 Chapter 2 applications submitted by LEAs to the Utah State Office of Education by June 15, 1982 illuminates local spending priorities for deregulated federal money. By far the most frequent line item expenditure is for instructional media, materials, and equipment. Two other items under Subchapter B also take priority: programs to improve educational practices, and teacher training and inservice development. Here are some highlights of Utah's Chapter 2 applications:

- Twenty-six of the 28 applications included a line item expenditure under instructional materials and equipment. This is a result of two trends: First, every district agreed to allocate 8 percent of its Chapter 2 money to support a cooperative media project, which purchases and distributes 16mm films statewide. Two districts chose to list this expenditure in another category. Of the 26 districts that listed expenditures for materials and equipment, 23 included allocations for local media and equipment expenditures in addition to the 8 percent for the state's cooperative media program.

- Five districts allocated all their money for materials and equipment, while another eight chose to spend more than half of their Chapter 2 money for this line item. Another eight paired this entry with only one other item.

- The term "programs to improve educational practices" was used to describe a variety of curricular alternatives, including computer-assisted instruction, computer science courses, an alternative school for high-risk students, faculty workshops in

curriculum development, criterion-referenced mathematics and reading instruction, and a district volunteer center.

- Twenty-three different inservice activities or programs were mentioned in the applications, 12 under teacher training and inservice. Some of the staff development emphases were basic skills, gifted and talented (a popular item), clinical teaching, teachers' centers, individualized professional development, art, computers, science, and social studies.

- Seven districts used Chapter 2 money to fund gifted and talented programs at all levels from grade school through high school. Inservice training for parents and teachers was written into a number of these projects, along with the use of special materials, such as the National Diffusion Network-sponsored project, Talents Unlimited.

- Career education was listed by five districts, which mentioned guidance, exploration, and hands-on modules as part of their approach. Community education was included by five districts, which were responsive to the new state standard for community involvement.

To summarize, Utah school districts seem to be allocating Chapter 2 funding in a few key areas: instructional materials and equipment, curriculum development, staff development, gifted and talented, career education, and community education. About 80 percent of the districts are using at least some of their Chapter 2 money for instructional materials and equipment. Almost half plan to use some of their Chapter 2 money for instructional improvement and staff inservice.

Districts seem to fall into two groups regarding their approach to the use of Chapter 2 money. Almost half (13 of 28) will spend their allocation either on instructional materials and equipment alone or on that line item plus one other item (usually curriculum or staff development). These districts seem to be doing little to maintain or to launch an identifiable school improvement effort with the money. Rather, they find that the most effective use of the funding is for general assistance. All but one of these districts received $35,000 or less under Chapter 2.

The other districts are taking a different approach. They have allocated Chapter 2 monies for more specific, targeted efforts, sometimes to individual schools or grade levels. These districts tend to think of their Chapter 2 allocation as funding for special programs that they probably could not have supported locally. With two exceptions, most of these districts were receiving significantly large Chapter 2 allocations, ranging from around $50,000 to more than $400,000. Thus, higher levels of funding seem to increase the likelihood that the money will be used for special projects, not for general purposes.

Information, Technical Assistance, and Staff Development

We asked a number of educators in Utah where they go for information and professional development services. Their comments revealed a number of patterns:

- The Utah State Office of Education has built up a strong reputation as a service provider throughout the state. A number of people commented that the state had never turned down a request for assistance, whether it required only an answer to a question or a whole workshop presentation. State Office curriculum guides, newsletters, and other materials are other services provided to local schools.

- For complete and current information about politically sensitive topics, Utah educators seem to turn to the professional association in which they are the most active. Almost all the information and assistance that staff at one district obtained when they were writing their winning teachers' center proposal came from the Utah Education Association (UEA) and the NEA.

- Professional associations in Utah sometimes work together to sponsor joint conferences that encourage communication across subject area specialities or district-level positions. For instance, the Utah Educational Library Media Association conducts joint meetings with the Utah Association for Supervision and Curriculum Development. Their fall conference is held in conjunction with a UEA meeting to increase participation even more.

- Administrators tend to rely on their informal network of professional colleagues for information and advice. Although they attend statewide meetings of their professional administrators associations, they do not seem to find such experiences as helpful or as nurturing as classroom teachers do. One explanation for this is that administrators have an opportunity to interact informally by telephone with administrators in other schools or districts throughout the day. Teachers lead insular professional lives and thus seem to find contact with peers outside their school or district more rewarding.

- Teachers use local professional libraries and media collections extensively, but they tend not to look outside the district for materials. No one mentioned using the ERIC system or going to a university library to do research unless it was to meet a college course requirement. Within districts, many school library services are being curtailed, as professional librarians are replaced with aides or volunteers. "Our library is nothing more than a place to check out books," one administrator commented.

- Approaches to staff development, of course, vary widely throughout the state. Some places offer a rich variety of organized and individualized staff development opportunities: workshops, seminars

outside the district, extensive materials collections, and personal support from a staff development coordinator. Teachers in one district were so enthusiastic about staff development that they voted to give up 1 percent of their salary increase for next year in order to keep their teachers' center open. (The local board used funds from another source to keep the center open.) Other, less active districts seem to have less teacher support for staff development, because faculty do not as clearly see the immediate benefits of participation.

- University extension and on-campus courses were mentioned by some individuals as important resources for staff development. Some courses, such as the computer-assisted instruction offering provided by Utah State University in one district, are considered quite valuable and have large enrollments. Others are evaluated as being less relevant and responsive to the "real world" of schools today.

To summarize, over the past 20 years, the Utah State Office of Education has developed a reputation as a reliable service provider. The smaller districts rely heavily on information and technical assistance that state staff provide, but the larger districts also find their help very useful. Professional associations, informal networks of colleagues, local staff development programs, and college and university courses also contribute to knowledge use in Utah. But, as State Office consultants are reassigned or not replaced, as school librarians are transferred to classrooms, and as staff development fights for funding with other important programs, technical assistance and information dissemination networks may suffer.

Foothill School District

The Foothill School District* serves the suburban areas surrounding Foothill, Utah. This K-12 district serves 22,000 students, who attend 25 elementary schools, seven junior high schools, and three senior high schools. In addition, the district has one school for the severely mentally handicapped.

Foothill has a history of participation in educational innovations. One of its high schools was a participant in the IDEA project. A number of schools continue to use alternative structures and curricular approaches, such as modular scheduling, team teaching, and open classrooms. The last superintendent, who served from 197[illegible] to July 1982, strengthened the district's focus on innovation and quality education.

The innovation currently receiving the most districtwide attention is Foothill's productivity project, funded by the state legislature to develop ways of serving the rapidly increasing student population in Utah more efficiently and effectively. There are two such special projects in the state now: one at Foothill and one at Washington School District. Both LEAs received a planning grant from the legislature for the 1981-82

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* Foothill, Metropolitan, and Valley County are fictitious names for real Utah school districts.

school year, and both will receive additional state funds for program implementation next year. Many educational decision makers are watching these two districts as they experiment with strategies for serving more students without constructing new buildings or hiring additional staff.

A decade ago, student achievement was the major problem facing the district. First graders scored in the 60th percentile on standardized tests, but in twelfth grade the test scores dropped to the 38th percentile. The superintendent immediately initiated a quality thrust, with an emphasis on academics and job entry skills. This year, the scores leveled off in the third grade at the 55th percentile, and they were being maintained at that level through junior and senior high school. The district's goal is to have entering students score at the 70th percentile and to support that level of achievement through all twelve years of schooling.

Less than 1 percent of Foothill's high school students drop out of the system before graduation. This unusually high retention rate requires the district to provide a broad spectrum of secondary school programs. For instance, word processing equipment is being added in a junior high school typing class. Parents are involved in setting goals and planning their child's individualized junior and senior high school programs. "We serve a large secondary school clientele, and we want to hang on to them," commented the district's Secondary Education Director.

Educational research is used creatively to help chart the course of Foothill's innovative projects. Effective schools literature from Far West Laboratory helped to establish the conceptual structure for the district's four-phase curriculum development thrust. District- and building-level leadership was seen as an important catalyst for generating effective and efficient administrative dialogue with teachers. "The most significant change has to occur with the administrator before teachers can have a clear sense of direction," summarized one central office administrator. "Administrators should be in the classroom with teachers on a daily basis, using a 'direct teaching' concept and helping them develop better and more specific plans."

Cutbacks. The 1981-82 school year brought financial ups and downs to the Foothill School District. The October 1981 issue of Happenings, the district newsletter, reported to the community:

- $781,000 had to be cut from the district budget as a result of lost federal impact aid funds. State funding for the district had been cut by 3.5 percent, which resulted in the loss of another $796,000.

- The district's custodial service was cut to 68 percent of the level recommended by the Utah State Office of Education. Between 1979 and 1981, only 43 percent of the district's maintenance requests had been approved for completion.

- The replacement of buses had either been eliminated or greatly reduced in the three years between 1977 and 1980.

- The district's textbook budget increased only 21 percent between 1977 and 1981; during the same period, junior high school textbook prices increased by 100 percent. As a result, the textbook budget provided funds for two volumes per student in 1977 but only one per student in 1981.

- The elementary library book budget stayed the same from 1978 to 1981, although the cost of books increased by 167 percent. In that three-year interval, the buying power of the library budget shrunk to less than half of its previous level.

- In 1976, Foothill School District's starting salary for teachers was ninth in rank among the state's 40 districts. By 1981, Foothill's beginning salary had dropped to 35th place. The newsletter commented: "It's very difficult to attract quality people when our salaries are that low."

- For the 1981-82 school year, the Utah state legislature guaranteed $1,003 per pupil to support public education. To qualify for this funding, local school districts had to levy 23.25 mills in property taxes. If the voters in a district approved leeway to levy two additional mills, the state guaranteed an additional $17 per student per mill.

On November 3, 1981, voters in the Foothill School District taxing area approved a voted leeway to raise local property taxes by two mills. With matching dollars from the state, the district obtained an additional $873,358 for overall operation and maintenance functions. Even so, Foothill ranked below the state average in two areas:

- Foothhill was spending $1,542 per student, while the state average was $1,730.

- The pupil-teacher ratio at Foothill was 23.3, while the state average was 22.3.

A bulletin from the Utah Taxpayers Association reported that, overall, the Foothill School District "ranked near the bottom among state school districts in operation and maintenance spending per student during the 1980-81 school year."

Foothill School District has not escaped the financial pinch affecting education over the past few years. The considerable efforts of innovative central office administrators and energetic building-level staff are balanced against relatively fewer dollars for basic educational programs, operation, and maintenance. Although the community voted additional funding for the schools in 1981, the district budget continues to be tight.

Curriculum and staff development. During the 1980-81 school year, Phase I of the district's curriculum/staff development effort was begun in the secondary schools. Between September and February, the district's Secondary Education Director spent three full days each week in the schools, getting to know all 400 secondary teachers on a first-name basis. He took curriculum specialists with him to work individually with school

administrators and department chairs. Finally, one day was set aside for all the school's decision makers (principals and department chairs) to review the school's current curricular programs.

These decision makers then began the Phase II activities, in which they visited classrooms and conducted a debriefing together in the afternoon. Eventually, entire departments were involved in the debriefings, where teachers were given an opportunity to discuss what helped and hindered them in meeting their curricular objectives. This fact-finding uncovered many barriers to effectiveness that were eliminated immediately. Other barriers were addressed over a longer period of time. Whether the response involved buying new textbooks or $100,000 worth of computer equipment, one message was communicated clearly: School administrators could and would play a more responsive role to effect change in their schools.

Phase III is currently in operation, with the stated purpose of improving direct instructional approaches used in the classroom. The Secondary Education Director will spend a month in the schools checking staff development progress and planning how this phase can most successfully be continued next year.

During the latter part of the 1982-83 school year, Phase IV will be initiated. The "corrective remediation strategy" that it involves is a two-part process: evaluation followed by remediation, retraining, or termination. The skills of individual teachers will be evaluated. If a teacher's skills are found to be deficient, a retraining option will be considered to move the teacher to a different role or grade level. Remedial inservice activities will also be suggested and encouraged. If these efforts fail, the teacher will not be allowed to stay with the district. By the end of this four-phase curriculum/staff development thrust, it is not expected that termination will be necessary for many teachers.

"We spend too little time in selection and too much time on evaluation and correction," observed an administrator. "My idea is to go to colleges and universities early--maybe during the sophomore year--to monitor the progress of students in education before they graduate. The most promising students would have a team of us watching and working with them during student teaching. Then, of course, we hope they would consider teaching in our district."

Instructional technology. The Foothill School District has a long history of trend-setting innovation in the area of alternative instructional technology. In 1959, it became the second school district in the nation to have closed-circuit instructional television in its high school. Because of a massive influx of students--enrollment had just increased from 900 to 2,000--it was necessary to find a way of teaching basic subjects to large groups. English, biology, health, U.S. and world history, and American problems courses were taught to 400 students at once in the auditorium via television.

By 1960-61, a new high school was built, and the student population was split between the two schools. At that time, instructional television became a districtwide thrust for all levels, from elementary through senior high school.

Six years ago, every school in the district obtained a three-quarter-inch videotape machine, and in the spring of 1982 a half-inch machine was purchased for each building. In the past, videotapes for use in Foothill schools were available from the state, which over the years had purchased numerous titles with ESEA money. Recently, the district was designated by the state as an independent videotape depository. Agreements made by the state with film companies enable depositories to duplicate the tapes that they purchase for use by school districts throughout Utah. Next year, Foothill will pay the state $2,000 in licensing fees ($40 per videotape machine) and will spend $4,000 of its Chapter 2 money for the purchase of master videotapes.

Foothill School District is also "ahead of the state on computers," according to the district's Instructional Materials Director. Eighty-four computers have been purchased by the district, and two junior high schools are involved in an experimental program that has replaced all classroom typewriters and calculators with computers. The business education classroom in each school is equipped with 30 computers, and students are rapidly becoming proficient in word processing and other computer-related skills. "Business has been saying, 'Don't send us people who can't use computers,' so we decided to do something about it," commented one district administrator. At South Junior High School, where an experimental productivity project is being implemented, all the typewriters in the building, including those in the main office, have been replaced with computerized word processing equipment.

Technology is being used as a means of changing the staffing patterns for the productivity project. A precursor to this activity was established when engineers from the nearby U.S. Air Force base volunteered as a community service to write microcomputer programs to enable special education IEPs to be developed during parent-teacher conferences. Scope and sequence charts were computerized, then keyed to learning objectives agreed upon by the teachers and parents.

Another technological application is currently exhibiting a great deal of success in one science classroom. There, the teacher is using an Apple II computer with a large screen as an instructional device to replace the chalkboard and overhead projector. This teacher has developed 16 units of computer backup to be used during classroom instruction and plans to create four additional units next year. The teacher has found that students learn more rapidly with computerized instructional support, so more subject matter can be covered during the school year. Indeed, the technique allows 40 students to be taught as effectively as 25 or 30 in a classroom that does not have the help of the computer.

There is considerable interest in technology within the district. In March 1982, a seven-week course taught by Utah State, "Computers in Instruction," was initiated at Foothill. Sponsors anticipated that 15 to 20 teachers would sign up for the course. To their surprise, 100 faculty members enrolled. Now, four classes of 30 are being taught at various locations throughout the district. Three factors served as incentives to participate: Tuition for the course was $15, instead of the usual $90; enrollees obtained three units of credit toward their master's

degree and credit on the salary schedule; and there is much more emphasis on computers in the district now than even a year or two ago.

ECIA Chapter 1. Over the past few years, continuing resolutions have decreased compensatory education funding. The Title I budget for Foothill was cut about 8 percent during the 1981-82 school year. A 4 percent decrease was anticipated for the 1982-83 school year. Since teacher aides in the program were to receive a 10 percent salary increase, the number of schools and students served would have to be reduced: There would be 11 Title I schools, down from 13 in 1981-82. Five eligible schools would not be served as a result of resource limitations, and 300 students would not receive compensatory education services.

The compensatory education program uses the teacher aides to provide programmed tutorial reading instruction for eligible students. The validated program used at Foothill was developed by a neighboring district in Utah. Turnover among the teacher aides is extremely low; informants said that most of the aides have been working in that capacity for 5 to 12 years.

In September, an outside consultant is brought into the district to work with the aides to prepare for the coming school year. Every other month, the aides have a districtwide meeting to discuss changes and problems and to keep current with recent Chapter 1 developments. The aides are supervised by the Title I Director, who also serves as director of the district's instructional materials center.

ECIA Chapter 2. "The administrators got together and decided how our block grant money should be used. They recognized that TV and computers are the key, so a substantial amount of money was allocated under Subchapter B1." With these words, a central office administrator explained the allocation of $60,000 of the district's Chapter 2 funding to the line item for instructional materials and equipment. Four thousand dollars will be spent on master videotapes. The remainder will be allocated for computer software and individual school use on a per-pupil basis. At the present time, exact figures are not available for expenditures in those two areas.

In addition, $85,000 was allocated for continuation of the district's basic skills program, originally funded by one of the categorical federal programs consolidated in Chapter 2. The district is currently revising its K-12 scope and sequence guides and instructional resource handbooks covering mathematics, reading, writing, and oral communication. Inservice training will be offered during 1982-83 to orient district faculty to these new materials. Additional staff development activities will be available when problems arise in any of the basic skill areas.

The productivity project. Two years ago, the state legislature became concerned about the effectiveness of Utah schools. An implicit message came down from the state capitol complex to educators throughout the state: "Either you improve schools voluntarily, or we'll do it for you."

Productivity was seen as a way of improving school effectiveness. With the rapidly increasing student population and limited state and local tax revenues to build new schools and hire additional teachers, ways of using existing facilities and staff more efficiently are needed. The legislature offered to provide seed money for innovative productivity projects.

Two proposals were funded, one of which is being implemented in the Foothill School District. The dual foci of Foothill's project are the use of technology to improve instructional capabilities and the implementation of Theory Z management concepts.* During the 1982-83 school year, the project is being pilot-tested at South Foothill Junior High School, where 22 teachers and two administrators face significant changes in the school's traditional standard operating procedures.

The legislature provided $100,000 for 1981-82, and it is offering another $140,000 for the 1982-83 school year. First-year funding was used for all aspects of planning and for selection of the pilot site. This year, funds will be spent on capital outlay items, such as computer hardware and software and staff training.

The planning year provided an opportunity for the district's Secondary Education Director to use Theory Z strategies to create cohesiveness among staff in all ten secondary schools. The 40 administrators and 400 teachers who participated in various aspects of the planning and selection process "made some gutsy decisions together." Open interaction among the entire staff in a school typifies the Theory Z decision-making strategy. "The board and top district administrators set the policy, then the teachers decide on the operational course for implementing that policy."

The productivity project requires that a number of "sacred cows" lose their status at South Foothill Junior High School. School staffing patterns and teacher utilization are being drastically redefined in ways that challenge the traditional conceptions of "optimal" instructional opportunity.

- The planning period has been eliminated.
- Faculty are assigned a full day of seven classes to teach.
- The class size has been increased from 1:26 to 1:32.
- The length of the working day has been increased to eight hours, excluding lunch.
- The number of teachers has been reduced from 30 to 22.

What did it take to obtain the willingness of the staff to participate in such a project? A number of key factors influenced their decision:

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* See William Ouchi, Theory Z: How American Business Can Meet the Japanese Challenge (Reading, MA: Addison-Wesley, 1981).

- Through the newly implemented Theory Z management strategy, they were involved from the moment when the idea of the productivity project was first introduced. This nurtured their voluntary participation and enthusiasm. No one was "drafted" into the project.

- The money saved by reducing staff at the school would be used to place all teachers on an 11-month contract. Faculty could

  use the two summer months of paid time in whatever ways they deemed most helpful--preparing materials and lesson plans, tutoring students who need remediation, working on curriculum development.

- Staff salaries would increase. The average teacher pay scale in Utah ranges from $12,000-$19,000 per year. Teachers at South would be placed on a scale beginning at $18,000 and rising to $28,000 for 12 years of experience.

- A $2,000 bonus would be awarded to each teacher if schoolwide student achievement was raised during the 1982-83 school year.

Early in the planning stage, a decision was made to allow teachers who did not want to remain at the site selected for pilot testing to transfer. Openings thus created would be filled by teachers who wanted to participate in the program. Originally, four teachers indicated that they would not stay at South if it was selected as the pilot site. They did not want to teach under such tremendously adjusted circumstances. However, after the decision was made to use South as the test site, all four teachers decided that they wanted to stay after all. This year, at least, no transfers have been necessary.

Many of the goals of the productivity project are related to teacher effectiveness, which project planners hope will be enhanced in a number of ways:

- With the increase in teacher salaries, it may no longer be necessary for teachers at South to hold other jobs on evenings, weekends, and during the summer. Current salary norms for Utah teachers do not allow a teacher to support a family without a second income. If teachers no longer have to invest a considerable amount of time and energy in a part-time job, the quantity and quality of their teaching efforts should improve.

- Eventually, the higher salaries should help the district to attract and retain more competent teachers. Mathematics and science faculty, for instance, may not see private industry as a competing career alternative if their teaching salaries are upgraded by $10,000 per year.

- The status of teachers in the community may improve considerably with significant salary increases. Ultimately, the higher salaries and status may encourage more top

college students to go into education and stay there once they are trained as teachers.

- Finally, use of Theory Z participatory management strategies aims at fostering total staff commitment to the goals of the productivity project. At no point are operational decisions made by the administrative staff. Rather, they are referred to the teachers, who decide as a group which course of action to follow. Recently, for instance, the staff at South were faced with a choice: Either they could preserve the $2,000 per teacher bonus, or they could use part of the money to hire an 80 percent teacher, who would greatly alleviate a number of disproportionately high class loads. The teachers voted to invest some of the bonus money in pay for the extra staff person, thereby reducing their own potential salary bonuses.

The staffing component of the productivity project is self-financing. No outside funds are being used to support the new salary structures. By reducing the number of staff and by increasing both class size and the number of periods taught per day, the student capacity of South's physical plant has been increased by 24 percent. Furthermore, the alternative staffing pattern helps to reduce the need for constructing or renting additional school facilities. For the same investment in salaries, then, the district can increase its productivity at the pilot school considerably.

The teachers' association at Foothill has officially assumed a neutral policy stance toward the project. It will neither fight it nor support it. This is considered a major victory on the part of the Secondary Education Director--and a validation of his use of Theory Z strategies by involving the association in all phases of data gathering and decision making. "There has been lots of reaction against the productivity project on the part of the more militant teachers," he commented. "Everything is designed for the nine-month teacher. Now, the negotiated policy book is blown apart. The project hasn't been imposed, though. Everyone was involved from the beginning." Neutrality on the part of the association, coupled with unanimous support from the Board of Education, will help to get the project off to a good start this year.

A number of issues will have to be addressed, however, as the productivity project proceeds through its first year of implementation.

- There are still a number of teachers in the district who are saying to association leaders, "Don't let them do it." The association's neutrality hangs in tenuous balance and will have to be carefully nurtured through honest two-way communication with district administrators.

- The teacher salary peaks at South surpass what some secondary assistant principals, elementary principals, and central office specialists are earning. Some resentment has resulted, because a traditional way of separating administrators from teachers by salary differentiation has been altered.

- The Secondary Education Director has created a Theory Z quality circle team among the secondary school administrators. By relinquishing some of his power base, he has increased the level of trust in the secondary administrative clan. Openness and frankness are encouraged, and the quantity of communication has increased in the past three months.

- Elementary principals and central office staff, however, seem to be looking askance at these nontraditional role definitions and behaviors. At a recent board meeting, one member asked why the elementary schools were not doing something similar to the productivity project at South Foothill Junior High. This question highlights the tendency among some staff outside the secondary clan to feel threatened by the potential success of the productivity project. These individuals will probably continue to feel somewhat apprehensive unless they develop a sense of ownership or involvement in the current project or establish a project of their own. A separate faction of outsiders on the periphery of the productivity project seems to be forming, and it should not be ignored.

- Teachers at South need a considerable amount of staff development assistance. They are not yet accustomed to participating actively in decision making. Their perspective is, "Tell us what we're supposed to do," to which their administrators respond, "You create what you want." Both the administrators and faculty involved in the productivity project need inservice training in problem analysis, decision making, group processes, and Theory Z management.

- Foothill School District's general fund is under pressure. State support for education was reduced 2.6 percent for 1981-82. Foothill also loses $4 million in impact aid and $89,000 for a federally-funded basic skills project. "The block grant money will have to go into the general fund to handle the crisis there," commented one staffer. There simply is no financial cushion to absorb the losses any other way.

In spite of this budget crunch, Foothill School District is moving ahead on a number of innovations, ranging from management style to use of new technology. People throughout Utah will be watching the district to see how the productivity project fares. "It may or may not be successful, but at least we can say we had an interesting idea and did our best with it."

Conclusion. Foothill School District experienced several changes this summer. As a result of resignations by the superintendent (who accepted a promotion outside the district) and the assistant superintendent (for medical reasons), two new persons occupy leadership positions in the central office. The principal at South Junior High School, where the productivity project is being implemented this year, assumed a high

school principalship in June and was replaced by another administrator from the district. Uncertainty at the upper levels of the organization could be aggravated by the fact that Foothill has the lowest per-teacher administrative cost of any district in the state. Central office staff, with their multiple responsibilities, are kept busy even during times of stability. Nevertheless, the district is moving ahead on its programs, plans, and projects.

Metropolitan School District

Like schools in many urban school districts, Metropolitan's schools have undergone considerable change in the past 25 years. In 1958, before the move to the suburbs began, the district served 42,000 students. By 1978, enrollment had dropped to 22,000, and 26 schools had been closed. By 1982, the student population had stabilized at 24,000, and continued gradual growth is anticipated. Enrollment in this district contrasts with the growing enrollments found in most of Utah's other school districts.

The district superintendent, hired in 1973, has instituted a program of shared governance at each of the district's schools. Teacher curriculum leaders have replaced central office subject area specialists, and progressive programs for teacher remediation and review of educational services have been instituted. Each innovation is described briefly below:

- Shared governance is the key to administrative action in the district. A Written Agreement for Shared Governance between the teachers' association and the board of education establishes the framework for shared governance procedures. Two decision-making councils exist in every school. A School Improvement Council composed of the principal and staff representatives decides some building-level issues. The principal has one vote, and the teachers collectively have one vote, thus requiring consensus before a decision can be made. A School-Community Council is composed of half faculty and half parents. Each group has a total of one vote. This council is involved in such issues as selection of principals.

- Teacher leaders--classroom teachers who spend part of their time on staff development with their peers--have eliminated the need for about 90 percent of the curricular supervision previously supplied by central office staff. Central office coordinators assist and monitor the activity of teacher leaders, but they are no longer involved in providing direct curricular assistance.

- The teacher evaluation system at Metropolitan is based on the assumption that individual teachers fit into one or the other of two categories: satisfactory and remedial. When the school principal formally identifies a teacher as needing remediation, the teacher is assigned to an Assistance Team composed of the principal, one central office coordinator, and two optional peer teachers. This team works for two months with the teacher, developing a remediation plan with evaluative criteria, then implementing it. If, after this time, the remedial teacher is still not considered to be doing satisfactory work, additional time is given for improvement. No more than a total of six months

is allowed for remedial activity. In the past seven years, 68 teachers have been placed on formal remediation. Of that number, 34 were reclassified as satisfactory, and they are still with the district. Thirty-four others either resigned or were terminated.

- Any citizen can request a review of the service being provided by any school district employee, program, policy, committee, or procedure, provided that he or she completes and signs a Request for Review form. The district does not respond to anonymous calls or letters. After a form has been filed, a district administrator conducts an investigation of the allegation and submits a written report and recommendations to the superintendent, who determines appropriate action. The citizen can appeal the superintendent's decision to the board of education. During the 1980-81 school year, 80 reviews were investigated by 24 people. Almost half of the reviews were initiated by parents, and half were reviews of teacher performance. Competency and procedure accounted for about three fourths of the concerns reviewed. About half of the allegations were deemed to be mostly or partially accurate, while almost half were found to be mostly inaccurate.

Federal and state education cutbacks. "The whole block grant program is nonsense--demagoguery. They take $5 and give us $1 back and say, 'You can do what you want with it.' There's nothing left to deregulate. Projects will be reduced to impotence, then put out of existence because of their impotence. We're going to be kicked harder and harder each successive year. The Reagan Administration has declared war on the public schools. They're taking funds from the public school and proposing to give them to the well-to-do." With that, a central office program director in Metropolitan School District summed up his assessment of Chapter 2. After having been quite effective in obtaining competitive categorical funding for the district (he had a 50 percent success rate), he now sees "money taken away from the more able, ambitious districts. Some incentives have been taken away. The 10 percent from the feds made the wheels turn--enabled some districts to innovate. The other 90 percent was for maintenance and will have to be used for that whether the 10 percent is there or not." Schools in the Metropolitan district are just now beginning to feel the impact of state and federal funding cutbacks. Previously, the local board of education used local funds from a budget surplus to replace lost funds in program areas that sustained state and federal cuts. Approximately $1.5 million from the district's reserve was used each year for these purposes. Now, there are no surplus funds.

In the 1981-82 school year, expenses for the district had to be cut by $700,000, and the same will be true this year. This leaves no room for innovation. Indeed, worthwhile programs have been forced to reduce services drastically. Here is how the district plans to reduce spending by an additional $700,000 this year:

- One intermediate school will be closed, which will reduce expenses by $300,000.

- In order to retain full-time librarians at all elementary schools, high school library aides have been terminated, and the audiovisual allotment has been reduced.

- The "Port of Entry" program serving Vietnamese and Thai students in four schools will lose local funds for aides, although state funds will remain constant.
- One "pullout" teaching position will be eliminated in all elementary schools. Each building-level School Improvement Council will have to choose to cut a "Horizons" (gifted) teacher, a librarian, or an instrumental music teacher.
- The district maintenance and operation budget will be reduced.
- A $30,000 parental education program will be eliminated.
- The retiring social studies specialist in the central office will not be replaced.
- The gifted and talented program will be cut 25 percent, programs for bilingual and disturbed students will be reduced somewhat, and two thirds of the special textbook fund will be cut.

These local cutback decisions have taken a great deal of the time and energy of central office staff. One administrator commented, however: "Individual interest groups are pressuring the district to use block grant money for their special programs. The board will have a big say in the Chapter 2 allocation. There'll be a lot of pressure before the whole thing is over."

"Our backs are to the wall. There's not enough money to maintain programs. We'll just have to tighten our belt. Oh, well, we didn't have any of these federal programs before 1960 anyway," commented one central office administrator. Another put it this way: "Our board has never been faced with not being able to do what people wanted and was necessary. We're facing some hard decisions. If we want to do more than what we're doing now, the question is, Where do we cut somewhere else?"

Title I programs in the district are undergoing significant reductions in the services that they can provide. The number of Title I schools is being cut from seven to six. The number of Title I teachers and aides may be reduced, and the Title I extended-day kindergarten staff may also be cut.

During an interview, one staff member became curious about exactly how much money the district was losing to state and federal categorical program funding cutbacks. Going down the list of programs included in Chapter 2, he provided rough figures of what the district stands to lose.

Basic skills	$200,000	
Inservice	20,000	
Parental participation	20,000	
Student testing	50,000	
Title IV-B	50,000	
ESAA	300,000	
Metric education	30,000	(two projects)
Follow Through	250,000	
Career education	100,000	

Law-related education	50,000 (state funds)
Vocational education	50,000
Community education	20,000
Art education	50,000
Consumer education	50,000
Safety education	10,000

The total is an astounding $1.25 million. Perhaps for the first time he realized the enormity of the cutbacks. Then, he mused, "The feds have gotten tremendous mileage for the money received by Metropolitan. Less than 2 percent of the money has been allocated for indirect costs. For every federal dollar for new programs, the district used 30¢ of its own funds to cover indirect costs and administrative manpower. Even so, it is nonsense to think that districts can endlessly absorb new program costs when funding support is cut."

Another issue facing the district is that of cutbacks in central office staff. Last year, six administrators retired; many more will do so in the next ten years. Central office administrators who are retiring will not be replaced. Other central office administrative positions have systematically been cut in the past few years to reflect a new method of providing curriculum support for teachers. In the place of subject area specialists, teacher leaders are appointed to work with their peers on an as-needed basis. Every teacher leader gets as many as eight days of released time per year to provide instructional services to faculty throughout the district. Central office staff support and evaluate the teacher leaders and work with them on staff remediation.

One central office administrator referred to a "double squeeze" on staff development next year. The inservice budget was cut some as part of the $700,000 reduction. In addition, programs like Title I, which used to support all its own staff development activities, are being cut. This will result in more requests for inservice, which will have to be met from a smaller budget. Here again, priorities will have to guide the choices that are made.

Valley County School District

"The teachers are not any more discouraged than I am. This year, we lost nine and a half out of 100 teaching positions. We didn't replace some teachers who were leaving. Others were released. The cuts have affected morale. Is my job next? is the question on everyone's mind."

This candor typifies the superintendent of Valley County School District. After six years as assistant superintendent and ten years as superintendent, he has learned to live with the ups and downs of serving an "in-and-out mining community." The mining industry has seen some substantial cutbacks in recent months. Copper and uranium mines have closed. Oil well drilling has been halted. As a result, the once thriving community is experiencing a recession. Were it not for the influx of tourists every year, the community would be in serious financial trouble.

Estimating enrollment for the 1982-83 school year was virtually impossible in advance. "In the spring of '82, we sent out a questionnaire to parents asking them if they were staying, leaving, or were still unsure. We got a [percent] return rate in the high 90's. Based on parent responses, we estimated an enrollment reduction of 200 in the fall," commented the superintendent.

This loss of students will result in a $200,000 reduction in state funding for Valley County School District. "Utah's school finance equalization formula hurts the maintenance and operation of the district whenever you have rapid enrollment declines. The state needs to establish both a minimum and a maximum dollar allocation per pupil. We need a floor program to guarantee that, when districts like ours lose students overnight, the bottom doesn't fall out."

The reduction in state support for Valley has been aggravated by a steady decline in federal impact aid over the past five years. Seventy-two percent of the county is owned by Utah state or the federal government. Consequently, the district had large numbers of Title I-B students, which enabled the district to obtain between $170,000 and $210,000 in impact aid annually. Now, the district is down to nothing: "That, combined with the loss of students, creates real problems for us. We're at rock bottom educationally. We've eliminated summer school, adult education, community education programs, speech and drama, and foreign language. We don't have anything else to cut. We don't have any frill programs. If I had to choose, I'd increase class size rather than cut programs. We've hurt the educational status of our schools enough."

During the 1981-82 school year, Valley County tried to get a mill levy passed, but the district's timing could not have been worse. Notice of a 29 percent property increase arrived two weeks before the vote. One week before the vote, 100 miners were laid off. "It's hard to get a tax increase for schools passed in a community where people are losing their jobs. We can go back to the community again this year. If the answer is no, we'll have to cut band and choral music," commented the superintendent.

According to the board chairperson, "When the community defeated the bond election, they didn't see the opportunity costs of simply being concerned about reading, writing, and arithmetic. The public doesn't realize what we could do if we had the money. People are not looking for anything beyond the basics now. The levy failed, though, because of economic problems, not because the community wanted to vote against the schools. We have good community support for education. The general attitude was, 'I'm not against the levy. I just can't afford it.'"

The Valley County community is more cosmopolitan than most others in Utah. A counterculture of younger people is emerging, and the retired community is growing, too. One other nearby county, which has a large Greek and Italian population descended from people originally brought in to work in the coal mines, shares the heterogeneity that distinguishes Valley County in an otherwise homogeneous state. Fewer than half of Valley County's citizens are Mormon, and school district administrators (including the superintendent) are not all Mormon. This information was volunteered in a number of interviews with Valley district staff. They

seem to see their district as set somewhat apart from the rest of the state--not only by its rural isolation but also by the fact that Mormons do not predominate.

Because the chairperson of the Valley County board of education is employed at a job placement bureau, she sees the effects of Valley's depressed economy every day. This firsthand experience was the topic of conversation during one interview: "Our hardware store is closing. Five employees have been laid off already. Trucking firms that hauled ore went when the mines were closed. All the drill rigs have been stacked for six months, putting the drillers and helpers out of work. People have been laid off, and there are no jobs to be had. No clerical positions or high-paying jobs. Only service work, like waitresses, cooks, and hotel maids, who are expected to work at minimum wage."

As if the situation were not already bad enough, yet another blow was dealt to the district when the federal Teacher Centers program was included in ECIA Chapter 2. For four years, Valley County School District had received $63,000 a year for its teachers' center, the only one in Utah. This year, the district receives only $11,838 from Chapter 2, and $947 of that sum has been set aside for the regional instructional materials cooperative. That leaves less than $11,000 for the district to use in program areas covered by Chapter 2. Furthermore, Valley had also been receiving $6,700 under Title IV-B. Thus, what was previously a $70,000 infusion of federal funds for two programs has been reduced by nearly 85 percent--or $59,000. "We've stayed away from small seed money programs because we didn't want to have to keep them going when the money dried up," observed the superintendent, "but we sure weren't expecting this."

Financial prospects for Valley County School District are gloomy, to say the least. One would expect the district to be at a standstill at worst and experiencing shaky staff morale at best. Surprisingly, in spite of the ambiguity and financial cutbacks, professional commitment and esprit de corps have remained strong. In part, this is due to the philosophical support of the superintendent and the board of education; in part, it is due to cohesiveness developed over the years among staff, who share mutual respect and interests.

An elementary school perspective. "We've always had a fluctuating enrollment," commented one elementary school principal. "A teacher can have 40 students in her class in a year, when you add up all of the ones who move here after school starts or leave in the middle of the year. The enrollment issue could cause big problems next year. We already are facing Title I cuts. The superintendent is the only certified person in the central office now. He's too busy to spend much time in the schools. And, we've lost our full-time media person in this school. Now, we have a full-time paraprofessional who's had almost no training. Our library program doesn't serve teachers and students the way it used to."

Three teaching positions have been eliminated in this school since the 1981-82 school year. In March 1982, one faculty member left and was not replaced. Two others--the last ones hired in the school--were not asked to return this fall. These reductions have cut the number of sections per grade level from three to two and a half, with one split

class for grades 1 and 2 and another for grades 3 and 4. These reductions will alter last year's teaching loads, which averaged between 18 and 19 students per class.

"About 60 percent of my staff are heavily involved in the teachers' center," said the superintendent. "They attend miniworkshops held here and conferences outside the district. The teachers' center also makes arrangements for state staff to do workshops on their curriculum guides. You have to receive their training before you have access to the materials. State consultants provide credible workshops. Teacher involvement in extension courses has reduced lately. When the district pays for workshops through Utah State, though, teachers go. Since the teachers' center provides most of the district inservice free of charge, teachers don't think they should have to pay anything anywhere else."

At the high school. "Uncertainty is the hardest thing about next year," observed the principal at Valley High School. "I have no idea what kind of school I'm going to open up in the fall. If we have 50 more students than we planned, we'll have to hire three more teachers. This could generate morale problems with the staff, since we released some very good teachers, who may not be available in the fall. If we have 50 fewer students, our budget will be all out of whack. All I can say to teachers is, 'We'll fix it as fast as we can if it's broke.'"

Some of the information obtained during the community survey in April 1982 is already invalid, according to the high school principal. On May 4, a large shale oil company located just across the state line laid off all its employees. "We have more people in town now--people who would have moved there if the project hadn't closed. They're still here, living on unemployment. It's hard to know what they'll do later in the year. They may stay until school starts, then move somewhere else."

Because of the loss of students for 1982-83, two staff positions at the high school have been eliminated. One full-time social studies teacher was laid off, so the other social studies classes had to be enlarged, and there was a possibility that one social studies option would be cut. Two half-time teachers were laid off, one who taught business and one who offered speech and drama. English classes have been enlarged to free an English instructor to teach speech. Drama will be offered as an extracurricular activity. "The staff understand the problem and are willing to do whatever is necessary to minimize the impact on students. They've had a long-term, honest, fair working relationship with the superintendent. People don't think he's playing games with them. He's open with the budget and planning procedures."

Every year, the principal works with faculty in one department to conduct a comprehensive curricular review. Last year, he met with the English teachers during lunch once a week from November through April to devise a scope and sequence plan for all four years of high school English. "There was duplication of effort; we found that the four English teachers were teaching some of the same poems and short stories all four years. And, there were gaps. Teachers assumed someone else was covering some areas. The teachers figured out how to tie in learning from one year to the next. We also addressed Utah's minimum competency requirements in

our curricular reform work. The English textbooks need to be replaced in a year or so. Now, we have a formal scope and sequence chart to go by when we do our textbook selection."

Utah State offers various ten-week night courses (everything from arc welding to accounting and from sign language to computer programming) in Valley County School District facilities. As many as ten courses are taught each evening. Courses are open to the community at large as well as to high school students and district teachers. Teachers can advance on the salary schedule by signing up for a course at a cost of $71 for three credit hours. High school seniors can attend the classes without paying tuition. (The district rents its facilities to the university, then uses the proceeds to help pay tuition for the seniors.) Because these students get both high school and college credit for their work, some have entered college with 35 credits toward their degree.

Where does the high school principal turn for information when he needs to get an answer to a question? His response was, "Many places." Among them:

- Phi Delta Kappan and journals distributed by the National Association of Secondary School Principals and the Association for Supervision and Curriculum Development, which he says he "reads religiously."
- The small schools group of the Utah Association of Secondary School Principals has been very positive. "UASSP is the best professional organization I've ever belonged to."
- During the 1981-82 school year, the principal "called the State Office two to three times a month." He felt, however, that the frequent calls were necessary partially because it was his first year as a Utah school administrator.
- The principal "leaned heavily on the superintendent," following the same strategy described by the elementary principal. Clearly, the superintendent is a guiding, unifying force both for district administrators and for faculty.

"Nothing that's been deregulated affects my life directly. I'll comply with Title IX regs whether I'm required to or not. Most regs affecting my day-to-day life are from the state, and I see no change there. We'll not have the resources to maintain the teachers' center at the level we've had. Decisions to keep the center together have to be made on a year-to-year basis. And, some valid research programs will not be funded. We'll slow down and go back to 20 years ago with no testing or validation, when something sounded good, but you didn't know for sure."

Title I. The Title I budget for Valley County School District has nearly tripled since the 1973-74 school year, and the number of students served has increased by 40 percent. However, both the number of aides available to work with Title I students and the number of days per year in which the aides are employed have decreased. A breakdown of Title I budget figures over the years follows. Note the fluctuations in

federal grant amounts, numbers of students served, and numbers of staff. One professional Title I coordinator has directed the work of the teacher aides during this period.

Year	Grant Amount	Students	Aides
1982-83	$59,755 (projected)	84	4
1981-82	63,000	80	5
1980-81	66,155	80	6
1979-80	62,793	75	7
1978-79	58,644	90	8
1976-77	37,871	80	8
1975-76	37,871	83	8
1974-75	26,094	80	4
1973-74	20,508	60	4

Inflation has definitely taken its toll on the ability of the district to serve students in need of compensatory education. Between 1975 and 1977, eight teacher aides worked with between 80 and 83 students on a total Title I budget of $37,871. Five years later, a 50 percent increase in funding bought only half that number of aides to serve the same number of students. Other adjustments have been necessary due to budget cuts since 1980-81 and to inflation:

- During the 1981-82 school year, the Title I coordinator had to work with students every day from 8:30 until 2:00. "My parent contacts, public relations activities, and inservice for aides fell by the wayside, because I was teaching, instead of directing the program," she commented.

- The aides will receive an 8 percent salary increase for 1982-83. This has made it necessary to eliminate budget line items for supplies, travel, indirect costs, and the Parent Advisory Committee.

- The district absorbed the cost of supplies, reducing the allocation from $1,500 in 1981-82 to $500 in 1982-83.

- The Parent Advisory Committee will sponsor money-making projects during 1982-83 to enable its members to continue traveling with the Title I coordinator. Committee members recognize the value of visiting other schools, attending conferences, and participating in workshops.

- The teacher aides did not begin working until five weeks after the 1982-83 school year started, and they will not work the last week of school. This reduction in the total number of days worked (from 180 days to 155) will also reduce the number of contact hours that each student has with an instructor.

In the face of these reduced resources for compensatory education, the district has decided to pilot test a new idea in one of its elementary schools. For the past ten years, another district in Utah has successfully implemented a cross-age tutoring program at half of Valley County's per-

pupil cost. Valley County will borrow the other district's materials to train some of the more academically able fifth graders in tutoring, using Economy reading materials, providing positive reinforcement, and keeping records. The fifth graders will receive one half-hour of training every day for three to four weeks before they begin tutoring younger students.

The Parent Advisory Committee sold fifth-grade teachers and district administrators on the project. Members of the committee who visited the other district to see cross-age tutoring in action were impressed that one professional teacher, one aide, and 17 tutors were effective in serving 180 compensatory education students. The parents felt that both the fifth-grade tutors and the first graders who were tutored would benefit from their work together.

The pilot project began in fall 1982, when 20 students from one Valley County elementary school began training as tutors. If the pilot test is successful, the program will be expanded to the second elementary school in the district. First- and fifth-grade parents and teachers will be kept informed of progress and will be asked to participate in related Chapter 1 activities at the pilot project site.

The four aides at Valley County School District have extensive experience tutoring students. One has worked as an aide for ten years, two for six years, and one for three years. They all have participated in numerous staff development programs sponsored by the district and by colleges and universities, such as Utah State at Logan. The aides are given one hour of planning time daily to work on materials preparation, participate in staff development activities with the Title I coordinator, and organize work for the fifth-grade tutors.

When asked about the cross-age tutoring that will be piloted in his school, the principal responded: "Next year, we're going to try to serve the same 40 students, but with two aides instead of the three that we had a few years ago. We can work with the same number of students by using fifth-grade tutors, but I'm not sure the quality can be maintained."

Staff development. According to the superintendent, "If you don't have a qualified teacher, you don't have a program. The classroom teachers make things happen. If they're not well trained, nothing happens. I have a strong personal commitment to the teachers' center and to staff development in the district." The superintendent continued: "Our teachers really care about providing the best they can. They're not in [the teaching profession] for the money. The staff are very dedicated, and we don't have a high turnover." This theme came up again and again in our interviews and conversations with the superintendent. He emphasized that professional development opportunities for his staff were a priority to be maintained even in the face of serious financial constraints.

That the board of education agrees was reflected by its chairperson, who stated: "The board was unanimous in its support of the teachers' center. It has provided a valuable service to the teachers. Valley County is so far away from special help, we can't afford to send our teachers out everywhere to get new ideas. The teachers' center provides these new ideas, techniques, and information--any workshop or materials

the teachers want. Teachers in the district have always influenced staff development here. Even before the teachers' center, groups of teachers voluntarily got together to attack problems. Now, teachers assume even more of a personal responsibility for their own professional growth. They see they can make progress through the teachers' center. They see more people doing more things than before."

The teachers' center took an idiosyncratic staff development program and created an environment that encouraged staff to work through the center rather than to participate in inservice on their own. Even when teachers are prescriptive about what they want, they make their arrangements through the teachers' center. Cooperative efforts with Title I, special education, and the gifted and talented programs further strengthen the role of the center in districtwide staff development. "Now, everyone assumes that workshops and meetings will be held in the teachers' center facility," observes the director. "That wasn't always the case."

How did a relatively isolated rural district in Utah bring in the state's only teachers' center project? Two teachers in the district had been active in the Utah Education Association's (UEA) local professional development committee. They knew staff in the state UEA office and at National Education Association (NEA) headquarters in Washington, D.C. In 1978, to encourage NEA-affiliated districts to apply for teacher's center money, the UEA invited local chapters to enter a competition by writing a brief description of a proposed teachers'center. Valley County was one of two districts from Utah chosen to attend an NEA-sponsored training session focused on proposal-writing techniques and teacher's center application requirements. Combining this information with a great deal of hard work, Valley staff developed a winning proposal in March 1978. Valley County was notified in September 1978 of its grant award, and the teachers' center project began in January 1979. Thus, the active encouragement and support of the NEA and the involvement of competent, talented Valley teachers were influential in bringing federal teachers' center money to Valley County School District.

The director of the Valley teachers' center has been the driving force during the project's four years of federal support. She has worked in the district for 12 years and taught grades 1, 3, 5, 6, and 8, so she has the advantage of "having been one of the teachers." She explained: "I can call all the teachers by their first name, and I'm comfortable walking unannounced into the classrooms of half the staff. With the other half, I could get into their rooms if I asked first. I'm nonsupervisory--I don't evaluate anyone--so teachers can come to me when they need support. All of this has helped develop credibility for the teachers' center."

Since the Valley County teachers' center opened in 1978-79 with a grant of $58,290, Valley County's staff development program has blossomed in many ways. Teachers' center funding in subsequent years totaled $66,079 in 1979-80, $68,973 in 1980-81, and $69,571 in 1981-82. This money helped to develop the following major objectives:

- Provide a teacher-advisor (the director) to coordinate, plan, and implement all individual and group staff development activities.
- Acquire professional research and resource material not previously available to teachers.
- Improve interschool communication among teachers within the district and with other districts.
- Improve inservice education through workshops and higher education classes.
- Encourage teacher participation in professional associations.
- Coordinate information on student needs and achievement to help teachers with curricular program development.

Remote, rural Valley County overcame the problems of isolation when the teachers' center was initiated. Valley County's proposal argued that "Educational opportunities are limited because of [Valley County's] distance from universities, research facilities, and consultants. Opportunities that are taken for granted in urban areas are not available to [Valley County] teachers without the expenditure of considerable travel time and money."

How did the teachers' center set about serving district teachers and administrators? The center's basic approach was to offer support to anyone who wanted to undertake a project. This support took a number of forms:

- Financial support--to help cover travel, room and board, and enrollment expenses.
- Information base--to give teachers the answers they need. "If we don't have what they want, we'll seek it out."
- Professional literature--because an expanded collection of journals and books is available, and "teachers read the literature more now."
- Moral support--the director is someone the teachers can talk to. "They often won't go to their principals with their problems in the classroom, because they don't want to be evaluated by them."
- Support for first-year and new teachers--to help acquaint them with Valley County's written and unwritten policies and procedures.

Here are some examples of how this support was offered during the 1980-81 school year:

- 12 issues of a newsletter were produced and distributed.
- 269 materials searches were completed.

- 90 professional consultations were held.
- 1,494 teachers, administrators, and others visited the center.
- 924 library materials were circulated, in addition to 147 sets of consumable materials.
- 55 meetings were held in the center.
- Equipment was used 755 times.
- Two teachers were paid stipends, 42 got released time, and 33 received travel assistance for participation in staff development activities.
- 318 people participated in 39 workshops for a total of 1,092 hours. Four of these workshops were conducted by State Office staff, six by outside consultants, 28 by a teacher leader, and four by a local resource person.

Most staff development activities for high school faculty have either been sponsored or funded by the teachers' center. Teachers apply to the principal to participate in staff development programs, and they receive an average of two days of released time per year for such activity. The teachers' center pays part of the travel expenses, and the school meets the cost of substitute teachers. But, getting all the substitutes requested is not always easy, according to the principal. "This is a small town, and we can't always get a qualified replacement, for instance in chemistry and shop. So, we have to run a study hall if there is no one available who can teach the subject."

Informal networking among teachers' center directors has played an active part in the development of local projects. The Teachers' Centers Exchange at the Far West Laboratory was the source of contact among centers, providing "program and people support." Workparties held by the Exchange "had a good mix of old-timers and newcomers and were always well planned and useful," according to Valley County's teachers' center director. When the cluster groups of federal teachers' centers were established, the networking developed even further and became an important source of support and information dissemination.

Federal block grant legislation was monitored from the beginning by the teachers' center director and other Valley County district staff. When it was learned that the Teacher Centers program would be included in ECIA Chapter 2, the director began looking for alternative funding sources:

- In February 1982, teachers in Valley County School District were surveyed to determine whether they would be willing to contribute something to help keep the teachers' center open. Sixty percent of the respondents indicated that they would give up 1 percent of their negotiated salary increase for that purpose.

- The district completed a proposal on April 30, 1982 to use state mineral lease money to keep the center open. The State Office consultant in charge of the use of mineral lease money visited Valley County to discuss the proposal in advance, but the final decision was that the center could not be funded.

- The teachers' center was allowed to carry over funds, so the director managed to protect $6,000 for use during the 1982-83 school year.

- Valley County staff are continuing their search for alternative sources of funding, such as foundations and private sector enterprises.

- Ultimately, the board of education offered to give Valley County teachers their full 8 percent salary increase, rather than to withhold the 1 percent that staff had offered to give up in order to keep the center open. The board was so impressed by that gesture of support from teachers that it found sufficient local funds to supplement the carry-over and Chapter 2 monies and keep the teachers' center open through the 1982-83 school year.

The high school principal summed up the decision to keep the teachers' center open in these terms: "We've decided to maintain the teachers' center at a lower level than we've had. The funds to do this have to come from somewhere besides a federal grant. That means something else the district would like to do will have to be cut. A dollar's a dollar."

Valley County School District stood behind its staff development priority and made the tough decision to tighten the budget somewhere else in order to keep its teachers' center alive. Given the circumstances, the decision is exceptional.

Analysis

In analyzing the effects of state and federal funding cutbacks, program consolidation, and deregulation on education in Utah, we must first consider the state's unique context. Some of the broad demographic, social, and economic factors affecting schools in Utah are summarized here:

- The state is experiencing unusual growth, due to a high birth rate and the in-migration of employees to work in mineral-related and other new industries.

- Population increases will be uneven, posing a particularly heavy burden on some rural areas.

- The age of the population is considerably lower and the family size is considerably higher than the national averages.

- A new State Board of Education-appointed Superintendent of Education assumed the position on July 7, 1982.
- The governor is playing an active role in helping to establish educational priorities and action plans for the '80s.
- A projected decrease in state revenues resulting from reductions in personal income taxes will force cutbacks in governmental spending.
- Utah has only 40 school districts, which enables an influential informal network of state and local administrators to flourish.
- The current teacher shortage will continue to pose problems in staffing schools with high-quality, well-prepared faculty.
- The statewide need for additional or expanded school facilities is critical.
- Utah's citizens have a strong sense of family, history, tradition, and religion, which affects educational decision making at all levels.

Large families and population increases due to in-migration are a mixed blessing for Utah's 40 school districts. At a time when local education agencies throughout the U.S. are closing schools because of declining enrollment, many schools in Utah are bursting at the seams. Unlike their colleagues in other states, school administrators in Utah do not have to counter public sentiment that funding cutbacks are appropriate because fewer students are being taught.

Although there is an obvious need for increased support for Utah schools, state funds are not ample enough to meet existing needs. The lack of sufficient facilities to teach all the school-age children in the state provides a striking example. Because the money to undertake a massive statewide building program is not at hand, schools are experimenting with alternatives to traditional class size, scheduling, and instructional program norms. More effective use of existing community resources and facilities is also being encouraged.

Local education agencies. School district budgets are lean. There is very little organizational or financial slack to invest in curricular innovation. As the size and number of classes in a district increase, district administrators, school principals, and classroom teachers are placed under further strain. Expanding without sacrificing quality becomes the focus of districtwide effort. Few if any school districts have the luxury of planning and implementing innovative programs similar to those encouraged by ESEA Title IV-C.

Given this environment in which they are expected to do more with less, it is not surprising that few school districts in Utah seem to be using their federal ECIA Chapter 2 allocation to try something new or even to continue existing special services or innovative programs. Deregulated Chapter 2 monies offer a modicum of supplementary assistance

that can fill gaps in the general fund. Most districts simply cannot afford to use Chapter 2 money for anything significantly different from general operating purposes. One administrator suggested to his colleagues that, if local Chapter 2 money were allocated to instructional media (the former ESEA Title IV-B), less of the general fund would have to be spent on that line item, and general fund money could be freed for another use. This attitude is not atypical. Given the heavy demands placed on limited educational resources in Utah, this makes sense.

Although innovation does not have the stimulation of federal funding, it is nonetheless occurring. Districts that must serve increasing numbers of students in inadequate facilities with too few well-trained teachers are being forced to find creative ways of increasing productivity. Interesting alternatives emphasize greater instructional efficiency and more effective use of existing human, material, and financial resources. Utah is experiencing its own latter-day equivalent of the postwar baby boom, but the resulting increases in education funding experienced in the 1960's are not forthcoming now. Utah's response to a situation in which population growth surpasses economic growth provides fascinating opportunities for observing educational change.

Statewide, school districts gained from ECIA Chapter 2. Almost $1.2 million more is allocated to LEAs under Chapter 2 than districts received from the separate programs included in the block grant. Seven districts lost money because of Chapter 2, but 33 districts have more to spend. The gains are relatively small. In most cases, the amount of new funding available to a district through Chapter 2 is not enough to have a great deal of impact. In contrast, some of the more entrepreneurial districts lost a great deal of the federal assistance that they obtained in the past through the competitive categorical programs included in the block grant.

One metropolitan district has exhausted the surplus that it used to maintain programs over the past few years. Now, it has no choice but to release personnel and eliminate programs. A review of how the district proposes to eliminate a potential $700,000 deficit reveals the programs and services that will be reduced: library aides and librarians, bilingual-bicultural education, gifted, instrumental music, parental education, and part of the maintenance and operation budget. In addition, one intermediate school has been closed. While all the essential or basic education functions have been preserved, many opportunities for instruction that goes beyond the basics have been reduced or eliminated. It may not be immediately obvious to the public that these cutbacks have occurred, but in the long run it is likely that the quality of education offered to some of the students in the district will be affected.

The Utah State Office of Education. In the second half of 1982, the primary consideration at the State Office will not be cutbacks, consolidation, or deregulation. Rather, most State Office staff are waiting to see what directions their new superintendent follows. The existing information dissemination, technical assistance, and service delivery functions have been in operation for years. Many State Office administrators and consultants have been with the agency since ESEA became law in 1965. During that time, they have been building strong

collegial bonds throughout the state and maintaining the state's role in educational policy making. What and how all this will be modified by the new State Superintendent and his reorganization plan remains to be seen.

When the role of the Utah State Office of Education is considered in relation to the state's 40 school districts, one factor stands out. Some state consultants seem to think of the districts as members of their family. They have worked with many of the school administrators in the state for 15 to 20 years. As a result, they are on a first-name basis with most of the key local decision makers in Utah. At the Chapter 2 organizational meeting described earlier in this report, two State Office staff members knew every district representative personally. Such knowledge helps to create a substantial foundation on which to base statewide linkages.

One factor that facilitates such networking, of course, is the small number of districts in Utah. Another factor is the relative homogeneity of the state's population and of the problems and priorities that it faces. In addition, the State Office of Education requires its curriculum specialists to be in the field 70 percent of the time. Over the years, these consultants have spent a considerable amount of time in each district. These factors create opportunities not afforded to states like California and Illinois, which each have more than 1,000 districts to serve.

Over the past three years, however, cutbacks have eroded the vitality of the State Office. Staff who resigned or retired have not been replaced. Others have been shifted to positions in the agency that do not complement their area of expertise as effectively. Pay increases neither compensate fully for inflation nor reward merit for other than a portion of staff. One State Office administrator commented that the only way the agency was able to retain so many good people was that they had nowhere else to go.

The State Office has selected eight priority program areas for special attention during 1982-83. To ensure state-level support, a special fund has been created to sponsor initiatives in these priority areas. Mineral lease monies, carry-over funds, and the State Office share of the state's Chapter 2 allocation will all be used to mobilize the State Office and local education agencies around these priorities. Such action is exceptional, given the tendency of most organizations to leave staff where they are and to maintain the status quo.

Universities. One staff development program sponsored by the University of Utah underscores the role that Utah's colleges and universities play in educational innovation. This project, aimed at providing mentor support and extensive professional development opportunities for first-year teachers, addresses the problem of training and retraining top-quality educators. School districts in Utah look to institutions of higher education for information about interesting alternatives and innovations.

Summary. Public education has not been hit as hard in Utah by state and federal funding cutbacks as it has in other states. Indeed, more money is coming into the state during FY 1982 under Chapter 2 than school districts received from the categorical programs included in the block grant. However, other factors, including the rapid increase in the state's school-age population, are stretching educational financing to the limit. Schools are struggling to provide all their students with a basic, no-frills education. In most districts, the general fund has no cushion. The educational challenges that Utah faces during this decade may be unique, but they are urgent nonetheless.